SURVEY Midmonthly

MAR 24 1942

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Kathryn Close

AGAINST JUVENILE CRIME
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• Discussion is basic in the democratic process but oratorical perpetual motion is not.—STUART A. QUEEN, *Washington University, to the American Sociological Society.*

• In general, Americans have only the slightest idea of the sacrifice—and I don't mean discomfort—necessary to win a war.—JOHN GUNTHER, *war correspondent, on his return from England.*

• If we do not improve our democracy while the war is on we will most certainly not be in the appropriate mood to do so when the peace "breaks out."—EDUARD C. LINDEMAN, *New York School of Social Work in Survey Graphic.*

• The deepest anxiety before the world today must be the future trend of thought in this eighty million virile people set in the middle of Europe whose minds have been so cruelly and so dangerously debased. — LORD HALIFAX, *British Ambassador, to the Church Club of New York.*

• We have for so long confused loose talk with freedom of speech that it will indicate the best kind of patriotism if we learn to keep our mouths shut about matters that we are not competent to discuss. Let's get over the temptation to pretend to be in the know in order to create a sensation. — EDITH HARMAN BROWN *in New York Times.*

So They Say

• But I'm doing my best to get off relief. I never miss Bank Nite.—*Chicago client to her case worker.*

REMEMBER
We are fighting the Axis
NOT EACH OTHER.
Poster in the office of the War Production Board, Washington.

• The important facts of history are never verifiable, because they take place in the mind. They have to do with the passions and motives of men, which no one ever sees.—WILLIAM ERNEST HOCKING *in Fortune.*

It takes a lot of corset steel
To keep the navy on its keel.
And so the laws of fate have written
That ladies now will bulge for Britain.
—*"Gossip," Toronto, Canada. Contributed to So They Say by* CHARLOTTE WHITTON.

• We shall be handicapped by being an easy-going and talkative people, who never have had to keep anything secret, do not like secrecy, and do not like to keep a secret. We have very few Senators who can resist the pleasure of telling all they are told and none of us can bear not to hear it and to spread it. —WALTER LIPPMANN, *commentator.*

• The man who complains of underdone chops at a time like this is a minor traitor. — DR. ABRAHAM MYERSON *in Survey Graphic.*

• In every war, however unpleasant, there are a certain number of people who, with a shriek of joy, take possession of a world made for them.—ANGELA THIRLKELL *in Northbridge Rectory.*

• The total supply of essential goods available for civilian living will probably be adequate provided these goods are distributed with regard for backs and stomachs instead of pocketbooks and privilege.—MILDRED A. EDIE *in Survey Graphic.*

• We can assume that there is some praying going on in Washington today. Some of those prayers . . . do not wait for the going to bed time for saying. They are said at desks perhaps. But there is no reason to believe that God does not hear prayers said from behind desks.—*Editorial, New York Times.*

• The native ingenuity that made horseshoe pitching a national sport when discarded horseshoes were the only "sporting goods" at hand—and manufactured synthetic horseshoes to pursue this sport when the horse himself retired to the luxury class—that ingenuity will not let us down now.—MARK MCCLOSKEY *in Survey Graphic.*

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SURVEY MIDMONTHLY

MARCH 1942

VOL. LXXVIII NO. 3

Directions for Giving

By KATHRYN CLOSE

IN the two years following the outbreak of the war abroad the American public contributed over $90,000,000 in foreign relief. This year, with the war on our own doorstep, we will be asked for at least $200,000,000 through national appeals from hundreds of agencies, some new, some old, all with such worthy objectives as providing comforts for "our boys," sending food, clothing, and medical relief to our allies, aiding civilian defense. The seven hundred odd foreign relief agencies that have been tugging at the giver's pocketbook for the past two years will be joined by scores of new agencies in the domestic field with an even stronger pull.

And the American public will give, as it always does, particularly in times of great national stress. During the last war Americans oversubscribed all sorts of charitable and patriotic funds. That the experience is to be repeated is suggested by the confidence with which the Red Cross can raise its special war fund goal from $50,000,000 to $65,000,000 and the ease with which the first goal was passed; by the announcement from the John Price Jones Corporation that "newsworthy" gifts reported from seven cities in January 1942 reached $13,889,179 as compared to $8,261,494 in the same month last year; by the story of the glass piggy bank recently left by mistake on a postoffice writing table and filled with nickels and dimes by generous but non-inquisitive passers-by before the owner returned for it.

The American public will give and many worthy causes will benefit, but if our American generosity has no more direction than the vague good intentions of the piggy bank donors millions of dollars will also go down the drain of waste and inefficiency. It is notorious that this is already happening; that many of the glamorous new war organizations duplicate the efforts of older established agencies or even, in some instances, of tax supported governmental agencies; that among the more publicized and "fashionable" foreign relief organizations are some in which loose accounting and incompetent management make it impossible to determine what proportion of the funds received have actually reached war victims. In the midst of well established and efficient organizations, long established but inefficient organizations, new and duplicating organizations, new and badly needed organizations, stands the American giver with his pocketbook open ready to "shell out" to the first one that stages a campaign.

The most peculiar aspect of the present situation is its familiarity. Twenty-five years ago American communities experienced a similar barrage of war appeals. Then, when chaos threatened, American invention produced the War Chests, precursors of the Community Chests which play such an important role in directing community giving today. Will the past years of experience in unified fund raising for community services and the remembrance of the War Chests of 1918 serve eventually to dispel the confusion of appeals in which the prospective giver is now engulfed?

UNDOUBTEDLY confusion will be reduced in most of the 600 cities and towns that have Community Chests. Already forty-two cities have set up some sort of a war review board to pass on war appeals. In addition there is a growing movement toward the formation of United Funds—money-raising organizations to support not only all approved war "causes" but also all the normal services included in the usual Community Chest campaign. Twenty cities have established new organizations or expanded their Community Chests to conduct integrated community and war fund campaigns, and in twenty-nine others similar plans are under consideration. Three others have set up War Chests to conduct over-all war fund appeals separate from the Community Fund drives. In a few cities United Fund campaigns already have been carried on with considerable success, though the war appeal membership so far has been limited to only a few organizations—the USO, the Red Cross (where it has been willing to join), in one or two instances the United China Relief, occasionally a local citizens committee for the army and navy. In all these plans the role of the Community Chest is vital.

War appeal review boards, in most instances, have only prestige influence. But their make-up usually is such that their prestige is high. More widely representative than the Community Chest, they usually include, besides Chest representatives, representatives of the city administration, the local Chamber of Commerce, labor organizations, non-Chest charitable agencies. Their activities vary with localities. In some cities they merely approve or disapprove

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a projected war appeal; in others they get together with officials of the national agency planning a drive and work out the quota for the city. In one or two instances the decision of the board in approving or disapproving a war appeal is given teeth by the backing of city officials responsible for enforcing city ordinances on solicitation.

Where a new organization has been formed for raising money for community services and war appeals, as in Pittsburgh and in Seattle, the Chest is represented on the executive board of the new agency and offers it the benefit of fund-raising experience. In Pittsburgh the facilities and personnel of the Community Fund are at the disposal of the new United Fund "in order to avoid duplication of equipment and expense." In Seattle the Community Fund no longer has fund-raising functions, but its former executive secretary has been lent for the duration to the new Greater Seattle Defense Chest, which he helped to organize.

The great disappointment to most Community Chests hoping either to expand to include war relief appeals or to become a part of a new over-all fund-raising organization has been the refusal of the American Red Cross to go along with their plans. One of the preliminary skirmishes of the present war was the battle of the Community Chests and Councils, Inc., and the ARC last spring. The national advisory organization of the Community Chests, fearful lest community services would be swept under in a flood of war appeals, pleaded for the foresighted establishment of integrated war and community funds. The Red Cross, on the other hand, mindful of the demands that would be made upon it in the event of war, and aware of its own great fund-raising powers, clung to its independence. The controversy was settled by a statement from the President of the United States approving the idea of separate campaigns by the Red Cross, the United Service Organizations and the local Community Chests. However, the President suggested that local agreements be made where campaigns threatened to conflict.

In raising its special war fund, the Red Cross has followed the President's statement literally and has joined with Community Chests only in instances where the campaign has conflicted with long planned winter Chest drives, as in Boston. Moreover, in some localities, the annual Roll Call, long integrated with the Chest, last fall seceded in order to benefit from the special popular appeal enjoyed by the Red Cross in times of national crisis. The USO, on the other hand, a new organization with little fund-raising prestige, usually has welcomed the chance to be included in Community Chest drives, wherever invited.

Persons who agree with the President's advisers on the wisdom of holding a variety of appeals, argue that every means must be employed at this time to keep the seriousness of the national situation continuously before the American people, that this can be accomplished most effectively through frequent touches on their pocketbooks. Arguers for unified appeals, however, point out that in most communities every campaign must rely on the same community leaders and volunteer workers for success. Moreover, these leaders and volunteer workers are the same persons who will also be busy serving on defense councils or engaging in some other form of defense activity. They cannot afford to duplicate their effort in a variety of fund-raising appeals if the result can be accomplished in one all-out effort.

But the primary difference between the pros and cons in the argument over unified appeals is in fund-raising philosophy. The pros believe in budgeted fund raising—going out to get what is needed for all foreseen purposes at one time, and asking the donor to share a portion of the responsibility for meeting the goal in relation to his financial standing. The cons, however, believe that the farther over the top each separate campaign can go the better, that as much money as can possibly be raised can be used. If a man is asked to contribute to several worthy causes, runs this argument, he will dig deeper into his pocket, and the result will be a larger total amount of money raised.

ONE big factor which many believe will force war chests or integrated war and community funds upon communities is the current defense bond drive. This, another effort demanding the time and energy of community leaders and volunteer workers, promises to be so big and so continuous that of necessity all other appeals will gravitate together in order not to be completely blanketed.

If the USO, the Red Cross, and the Community Chests were the only appeals concerned, the problem would be one merely of method and not really of inefficiency and waste. But in addition to these three largest fund-raising forces in the United States there are probably 1,000 national welfare, war service, and foreign relief agencies appealing to the American people for money. How then can the Podunk war appeals board decide what to do about Bundles for Our Boys, a national organization with headquarters many states away, threatening to invade the community coffers?

Fortunately Podunk can learn what it needs to know about Bundles for Our Boys from the National Information Bureau, an organization formed in the last war and developed during the intervening peace. The services of the NIB are available to all Community Chests throughout the country as well as to organizations and individuals which help support it. This unique organization makes written reports to its members upon request, on any national agency in the fund-raising field. The reports, in addition to analyzing an organization's competency to carry out its stated purpose, in many cases even pass judgment on the merits of the organization's cause. In 1941 the NIB made 4,000 reports on 600 national agencies. Few were condemned as fraudulent, but many (and among them some with the most widely publicized and familiar names) were judged to be incompetent, duplicating, and inefficient.

Have a Heart

A letter following up an appeal for the Princeton Fund had just four words, "WHERE IS YOUR HEART?" From an alumnus, Class of 1908, says the *Princeton Alumni Weekly*, came this answer:

"In addition to Princeton, my heart is in: Manila, Wake Island, Defense Bonds, Community Chest, my wife's broken arm, Red Cross, Christ Episcopal Church, Hawaii, Infantile Paralysis, taxes, store bills, League for Hard of Hearing, my beloved daughter away at school, Keep 'Em Flying, local hospital drive, Civilian Defense Fund, my eighty-eight-year-old auntie, Crippled Children Fund, Save Paper, Gun Powder, The British Navy, General MacArthur, groceries. So here find a small contribution."

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The NIB uses the following questions as measuring rods for its analyses:

Does the organization in question have a legitimate purpose —and not avoidably duplicate the work of another well-run agency?

Does it have an unpaid administrative board that is active and responsible?

Does it have adequate personnel and facilities, and is it efficient in its work?

Are its publicity, promotion, and fund raising honest and ethical?

Does it avoid commission payments for fund raising, general telephone solicitation, and the sale of tickets or merchandise by the "remit or return" method? If it repeatedly sponsors fund-raising benefits, are costs kept to less than 40 percent of the gross proceeds?

Does it cooperate with local social agencies?

Does it have an itemized budget focused to an attainable program?

Does a certified public accountant or a trust company prepare a detailed annual audited account? Has an accountant set up an adequate system for full audit in the case of new agencies?

Unfortunately, because of legal complications, the NIB cannot make its reports public. If it could, more than one prominent person might have been saved the embarrassment of finding his name tied up with an organization whose activities turned out to be somewhat unrelated to or at least more involved than the organization's purpose. Actual fraud, of course, is a matter for governmental action. However, "incompetent management," not a legal offense, if publicized might be made the basis of a libel suit. The NIB, therefore, finds it necessary to exercise care in remaining within the bounds of "membership privilege." Nevertheless, its judgment is widely available. Any contributor to a Community Chest may call up the Chest for NIB advice. Any individual willing to pay a $10-a-year membership fee is eligible to receive written reports. Firms, foundations, and the like can receive the same service for $25 a year. But the person whose giving is directed by emotion more than thought remains unprotected.

Whether total protection or control of philanthropy is possible in a democracy is open to question. It is, after all, part of a person's freedom to give to whatever cause he chooses as well as to join with others to collect funds for whatever charitable purpose he cares to promote. Nevertheless, it does not seem unreasonable to hold an organization accountable for seeing that the money raised goes to the stated cause and is not swallowed up in administrative expenses. Yet today, the only national fund-raising organizations that come under the eye of the federal government are relief appeals being made for the victims of war in *technically* belligerent countries (China and Russia still excluded). Though these appeals must be registered with the State Department, with which they must file periodical financial reports, the Department definitely disclaims that registration constitutes government endorsement.

A ray of hope that some national direction would lead the way through the confusion emerged last spring with the appointment of the President's Committee on War Relief Agencies, composed of Joseph E. Davies, Charles P. Taft, and Frederick P. Keppel, all men who know their way around in the world of philanthropy. The committee has since issued several statements full of sound advice. Unfortunately, this seems doomed to remain advice as the committee has no power to enforce its findings. Among the recommendations which never have been put into effect are suggestions that the registration of agencies be revoked upon a specified date and licenses issued "only when it appears to be in the public interest and upon submission of satisfactory proof by the applicants that they are in a position to transmit the relief"; that agencies not required to have licenses cooperate with the State Department by voluntarily submitting periodic reports; that welfare activities for each major foreign country be coordinated through some central advisory body; that a central intelligence service for all war relief activities be maintained to gather and keep up to date factual data as to relief requirements, resources, and facilities. In a more recent statement coming after the United States' entry into the war, the committee recommended that foreign relief agencies in this country continue their efforts for urgent foreign relief needs "for morale as well as for material considerations," but that they "slow down and give the right-of-way to the Red Cross and other domestic agencies." This recommendation, along with one urging foreign relief agencies not to enter in the "domestic field," seems to have attained at least temporary acceptance from the agencies.

At the same time that it suggested to foreign relief agencies that they slow down in favor of domestic agencies, the President's Committee warned new "domestic" organizations to:

. . . satisfy themselves that the project proposed is in the interest of the national defense and can be administered effectively and economically; that the purpose to be served is not already fulfilled or cannot be fulfilled by existing programs and organizations and is likely to be acceptable to the appropriate military or naval authorities; that the maintenance of local charities is not jeopardized; that there is no conflict in appeals for public support with the recognized national campaigns of the Red Cross, the United Service Organizations, and the Community Chests while these are under way; and that the appeal is kept distant from any foreign relief appeals.

To hope that this advice can become effective without the force of official action is perhaps to count too heavily on the weight of wisdom as against drama in the scales which determine the public's actions.

However, persons who regret that the federal government is not more forceful in its dealings with national appeals offer no ready formula for bringing about more effective control. If a strict method of licensure were imposed on national agencies, Washington would undoubtedly be filled with lobbyists for favorite causes, and philanthropy might conceivably enter the political scene in a big way. More hope, perhaps, lies in the development of voluntary controls, such as those offered by the NIB, which if it sees fit can report unfavorably on a pet philanthropy of a top-ranking governmental official or of a cabinet member's wife, or can comment favorably, if standards are met, on an appeal sponsored by Earl Browder.

If regulation is to be entirely voluntary, the problem boils down to one of educating the contributing public to acceptable agency standards. For many years the public has been slowly learning to demand standards of performance in the community agencies which appeal for support. Now it must learn to require similar standards

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from agencies making national and international appeals.

It is doubtful, from the donor's point of view, whether these appeals can be completely divorced from those for community purposes. Faced with requests for funds from innumerable agencies and conscious that this is a time of crisis, the average giver digs deeper into his pockets than ever before. Somewhere along the line he finds it necessary to say "No." To see that his "No" comes as a part of a thoughtful process and not just at the point where his money runs out, is an educational job which perhaps can best be accomplished at the community level.

Many persons keenly aware of the present confusion in national fund-raising activities put their hope for more intelligent direction in the education of community leadership. A professional fund-raiser once remarked that he would rather have a list of good "names" behind an organization for which he was raising money than to know it was a good organization. The great proportion of American people give to those organizations which are approved by persons in their own communities whom they respect and trust. If the "names" of a community can be taught to use discretion in their sponsorship of philanthropic organizations, it is probable that the main flow of American giving will be channeled in the right direction. Community leaders need to realize that their status in the community automatically places them in a position of philanthropic leadership, involving all the integrity and ethics of a public trust. In the last analysis, if they, in their philanthropic judgment, lean toward efficiency and effectiveness, most of the fly-by-night appeals which are products of the sentiment of the hour, will wither and die for lack of nourishment.

Juvenile Delinquency in Wartime

By ELEANOR T. GLUECK

Research Criminologist, Special Studies, Harvard Law School

SOME of us are aware that total war has had an alarming effect on the nature and extent of juvenile delinquency in England, but not enough of us have as yet thought much about the possible results of our own war involvement on juvenile crime in the United States. The war has brought with it so many acute and varied problems to demand our attention that we have not yet marshalled our thinking on its probable repercussions on juvenile crime.

If we can anticipate any parallel with the English experience in the first year of war, before community resources were mustered, it seems evident that we must expect a marked increase in our own rate of juvenile crime. At the end of the first year of war the English Board of Education reported that the number of children under fourteen convicted of offenses was 41 percent higher than in the previous year; in the age group from fourteen to seventeen, 22 percent higher. The increase was largely in burglars, looters, and thieves.

Apparently a part of this increase can be attributed to the greater opportunities for the commission of crime during blackouts; but no doubt a part may be charged to the general let-down in disciplinary practices and parental supervision necessitated by the evacuation of children to districts away from their accustomed haunts and by the entry of their elders into defense activities. A part also may be attributed to the general increase in nervous tension and irritability which necessarily occurs in bomb-threatened districts. The separation of families, the absence of male wage earners from the home either in service or in defense industries, and even the absorption into industry and civilian defense of women who formerly were full time mothers must have their effect in an increased toll of delinquency among the children. The insecurities of children naturally are heightened in times of great stress and among some, at least, insecurity is bound to find expression in delinquent activity.

Certainly total war has increased opportunities for the commission of crime in England and has lowered resistance to anti-social activity. Stories of shooting, killing, hatred, plundering, fill the minds and hearts of youngsters living close to danger in a warring nation, and highly suggestible children are bound to be affected. A youngster who formerly might not have been influenced to crime by a gangster movie or by the persuasion of a gang companion, now is beset from dawn until bedtime with headlines and radio blasts of killings by the wholesale, of looting by armies. Even his sleep is filled with terrors formerly unknown to his limited imaginings.

Still another reason which may explain the rise in juvenile delinquency in England and one which we must be alert to prevent in our own country, is reduction in recreational services for children, at first not considered essential to the war effort. That this is a mistaken economy most of us will agree. We must not permit any curtailment of recreational opportunities at the time when children need them more than ever before. On the contrary, these opportunities must be increased.

British experience suggests that the increase in crime among older boys is due to the fact that they now receive higher wages than they ever did before, and, inexperienced in handling money, are running amock in seeking opportunities for self-indulgence.

ALTHOUGH conditions in this country are not entirely comparable to those in England, it is the part of wisdom to assume that unless we exert a well directed effort, an increase in juvenile delinquency will occur here regardless of whether or not war actually comes to our mainland. There have been brief reports in the press of efforts made to control juvenile crime in England through the formation of Youth Service Corps whose functions range from the filling of sandbags for the Home Guard to collecting music for the navy; from cleaning first aid posts to filling bomb craters; from running messages to gathering berries for jam making; from sewing to collecting kitchen waste for farm animals. It is too early yet to assay this effort to divert youthful energies from destructive to constructive activities. But it is reasonable to assume that such a channeling of the energies of youngsters

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will bear fruitful results in keeping the crime rate down at least to pre-war levels.

Even without clues from the English experience, a few suggestions can be made about the control of juvenile crime to forfend the increase which seems inevitable as a consequence of changes in the social, psychological and spiritual environment resulting from a total war effort.

FIRST of all, it is vitally important to preserve the welfare services that have been built up over many years. Of this there can be no question. We must not countenance false economy which would curtail those activities which experience has shown are conducive to the wholesome development of youth. These include not only recreational programs but any services which make for a richer life for children—health and mental hygiene services, vocational guidance, services to disintegrating and broken families, decent housing, adequate relief when it is necessary, and all the other social services that are so essential to the maintenance of morale. These are the first defenses against the forces that make for juvenile delinquency.

But it is not enough merely to preserve these welfare services. They must be strengthened and enlarged, particularly in those considerable areas of our country where now they are extremely meager. The recent shocking revelation of the high proportion of youths of draft age who are rated as unfit for military service should be proof enough that we need, for example, more intensive and widespread health services than we ever have had.

Not only must we concentrate on the preservation and increase in welfare services but we must make a concerted and wholehearted effort to derive the maximum from them by coordinating them more effectively. It is true that there are communities in various parts of the country which have integrated the various social services that have to do with the improvement of child life in general and with the prevention of juvenile delinquency in particular, but effort in this direction has only just begun. The critical times make the need for unified welfare activities much greater now than ever before.

Total war will lay many additional burdens on welfare agencies. There will be many broken homes to salvage. Fathers and brothers are going into the armed forces, some never to return. The homes they leave must be maintained physically and spiritually. Families crowding into defense industry areas already present many new social problems. Hasty but well coordinated organization of the life of such communities is essential. Unless some semblance of normal living is quickly established, anti-social activities among adults and certainly among children are bound to flourish.

There are other phases of social welfare activity which during wartime become doubly important as measures of juvenile crime prevention. These have to do with protective work among young girls, with the control of prostitution, and with the prevention of the spread of venereal infection among youth. Thus far, more interest has been manifested in this aspect of crime control than in any other phase, possibly because the spread of venereal infection is such an understandable menace. I need not describe here the many faceted efforts, official and unofficial, national and local, that are being made in this area, but even here only a bare beginning has been made. Unless the effort is more concerted, a great toll will be paid in illegitimate births, venereal disease, and, most important of all, in a general lowering of the moral tone of youth. Aggressive measures must be taken for the adequate protection of girls and boys and every possible educational and spiritual resource must be utilized to build up their resistance to the myriad temptations to self-indulgence that stem from the dislocations of war.

Borrowing from the English plan of diverting the energies of youngsters from destructive or negative activities to constructive community effort, we, too, should encourage a widespread development of group youth activities. Already in Massachusetts, for example, the Massachusetts Committee on Public Safety is enlisting the services of 50,000 youths who will be trained to carry on the work of messengers and couriers during emergencies. Boy Scouts, YMCA units, boys clubs, and other organized groups are volunteering for this work. There is no question but that most youngsters will respond enthusiastically to such a call for service. But it is not enough to enroll them and even to train them. They must have work to do whether a serious emergency arises or not. Some of their energies can be absorbed in gathering waste paper, scrap metal, helping with rubbish collection, assisting with traffic work, and so on, but those who are expert in group activities with children will have to devise innumerable new ways for utilizing their energies in real projects, not mere busy work. Naturally it is important to draw children living in crowded underprivileged neighborhoods into such activities, for it is from among their number that most of the recruits to the new army of juvenile delinquents are likely to come.

IT is not only upon the social agencies that the maintenance and expansion of all welfare activities having to do with crime prevention must fall. Schools and churches have their particular responsibilities. Until now, too few school systems have considered it necessary to provide adequate facilities for the early discovery and treatment of problem children, to provide visiting teacher services, or to promote the mental health of youngsters by arranging more individualized programs to suit the needs of those who do not fit into the usual school regime. If ever there was a time when specialized attention should be given to children in the schools, it is now. There will be more problem children and more problem parents to cope with, and the schools undoubtedly will be called upon to assume greater responsibilities than ever before for the general welfare of the children. Whatever nuclei already exist in the schools for the treatment of children with special problems must now be developed further if the juvenile crime rate is to be kept to a minimum.

Churches, too, must make a frontal attack on juvenile crime control by using every possible opportunity of spiritual guidance and example to help children practice the Ten Commandments. Churches can lead in preventing a breakdown in morale among children by showing them how they can serve their faith, their country, and their community through unselfish participation in the war effort, no matter how small each youngster's part may be. By and large, children need to feel that they have a stake in the total war effort and to realize that destructive activity militates against its successful termination. If we can give them a real understanding of why the war is being fought and inspire them with the meaning of "all for one and one for all," we will strengthen them to resist the temptations inherent in the times.

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The suggestions I have made thus far have been in the direction of strengthening existing services for the improvement of the general well being and morale of youth. Indirectly, of course, these are all crime preventives, because they reduce the number of children who are likely to break down as a result of uncushioned stress and strain. A word should be said, however, about the special attention needed during this war period by those children who already were delinquent before the war started. They probably will offend more frequently than before, because the opportunities for anti-social activity are greater and resistance to them is lower.

Improvement in supervisory services for delinquent children long has been urged by social workers and others, but with little result. This is partly because the provision of really adequate services always has seemed much too expensive to the general public and partly because political considerations in the appointment of workers have not brought the most qualified personnel to this work. But it now must be recognized that services to reduce the depredations of delinquent children upon the community and to curb the development of delinquent careers are an integral part of the vast program for the defense of our national life, their cost as justified in the whole scheme as the cost of battleships and planes. Today, a criminal is more than ever a public enemy, because from his ranks come those who would tear down the society which the democracies are now trying at such a cost to preserve.

Not only must the supervisory services of probation and parole be strengthened but correctional schools which house youthful delinquents for considerable periods of time must somehow relate their programs to the defense effort. The children in such institutions must be made to feel that they, too, have a part in bringing our nation through the present crisis. To isolate them from the multifarious activities of the times would only make them more anti-social than they are already. There is a rare chance to lift the level of patriotism of these youths and to utilize it to restore them to socialized activity.

The ever present difficulties in the way of a sound social program for the control of juvenile delinquency are enhanced by the fact of war. They will be magnified if the physical horrors of war should come to our cities and towns. For that reason, if for no other, we must start at once, while there is still time, to bring together community forces to cope with the inevitable problem. There are forces in every community, large or small, that are capable of formulating and implementing a program adapted to the size and nature of the local problem. But it will take all the forces, not one or two. It will take the concerted efforts of many specialists—teachers, doctors, social workers, ministers, officers of the law and uncounted numbers of good citizens who have at heart the welfare of the children of their community. No one person can suggest all the ramifications of such a program, all the details which will enter into it. It calls for patience, unselfishness, imagination, and hard work. But it can be done and if we are to guard against an increase in juvenile delinquency in the hard period immediately ahead and to forestall a whole new range of future crime problems, we must do it, and now.

Listen, Washington!

THE LOCAL COMMUNITY TALKS BACK

By JAMES B. BAMFORD

Vice-Chairman, Defense Council, Reading and Berks County, Pa.
Executive Director, Community Chest, Berks County

THAT Civilian Defense should have started out "confused and unprepared" cannot be a surprise to the host of social workers in the United States. Whether or not we have contributed to that confusion and lack of preparation is a question each of us must answer for himself. Unquestionably, for all of our years, we have worked in the midst of confusion in our local communities, and we have seen incident after incident of unpreparedness.

Through years of prosperity and depression our communities may have been able to afford their lack of coordination. But since December 7 it has become painfully obvious that civic unity is our first need at home. Just as the brass hats have fallen in the army, so our local political fat must be worked off, the cries of social leaders must be muted, and the professional individualist must be made to serve in the ranks.

To win a war a united command of army, navy, and air forces is vital. To carry their share of total war our communities must adopt the principle of united action. Thus, ingenuously, a multitude of civic revolutions are suggested. Our states, counties, cities, boroughs, townships, and school districts do not take orders. Our national welfare, patriotic, civic, and fraternal associations are deeply rooted in the practice of self-promotion. How can we coordinate this host of self-generated and self-ruled activities in any one of our communities?

One fundamental to success is a sharp distinction between the thing we desire to accomplish, and the manner in which it can be accomplished. Nationally and locally, we have carried over from peacetime the practice of jumbling these two things together. Few programs have emanated from Washington unaccompanied by a specific title, an organization chart, a suggested list of appointments, and a chain of command leading back to the originator. There would be little fault to find with this practice if our national leaders had first coordinated themselves, their enterprises, and their methods. Unfortunately, this has not been done. It must also be said that at every level below the national, leaders equally uncoordinated have appeared like a rash of measles.

The result has been that our local communities have been deluged with programs, complicated charts, titles, and superior officers. And each of these communities entered into this maelstrom with a complete set of its own leaders and programs, good, bad, and indifferent.

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Probably any defense council worker in the country could cite many examples of the confusion that has resulted. One, here, will suffice. The Office of Civilian Defense in Washington directed the creation of a defense council in the city of Reading, with instructions to work with the corps area OCD office in Baltimore. The Commonwealth of Pennsylvania directed the creation of a defense council for Berks County, of which Reading is the county seat. Although both these councils were to serve the same purpose, there was no organizational similarity between them, and one was to take orders from Baltimore and the other from the state capital in Harrisburg. This condition continued to exist from early 1941 to January, 1942, when corps area and state OCD officials met together to establish a chain of command under which all city, borough, and township councils work through county councils.

I URGE a moratorium on orders and forceful suggestions as to *how* we are to do things in Berks County. I would like to blackout this community at the approach of an enemy armed with an organization chart. I would like to call out our Berks County Riflemen to shoot at sight a field representative approaching with the power of appointment. I would like to guard our borders, tap our telephone lines, and seize all telegrams so that no message could reach one of our loyal citizens telling him that so-and-so is to do thus-and-so.

Having accomplished these things I would welcome gratefully every suggestion of things to do, worthwhile jobs that needed leadership, ideals to strive for.

Berks County has come through this painful period of organization intact. To do that has required an early start (we were studying English air raid precautions last summer); a willingness to have everyone participate (our defense council is organized on the typical Council of Social Agencies form, with every interested group represented in a large over-all council); a realization of the need for a definite geographical area to be coordinated (ours is now an inclusive countywide council); an infinite amount of patience, tact and grim determination.

We agreed last June upon two principles of community organization:

1. No new organization would be created when existing organizations, through expansion, would be able to do the new jobs that needed doing.

2. New or old, only one organization would be allowed to work at any one war task. Where several were already at work, they would be required to coordinate their activities under a joint committee.

We have stuck to these two principles, despite outside interference. We are, however, an over-organized community and it is only fair to question whether other communities, less replete with every type of organization, could have set themselves up similarly with reasonable speed, to function in the national emergency.

It is possible that the organization emphasis that has come from national leaders has been based upon a fear that many local communities were unable to organize without aid; that they needed leadership, federal charts and diagrams, and federal authority.

How such a community should be approached is a question that can be answered in general terms. We have felt that our own community should be approached only with jobs to be done, not with specific directions as to how to do them. Similarly, we feel that a community which is in some degree unorganized should first be organized in general terms of the over-all job to be done; not piecemeal for bits of the job.

In approaching such an unorganized community, analytical ability is needed. Some of the points to be considered are: To what extent are present personnel structures able to lead the complete defense program? What are the already established chains of authority that exist? What about the state program? What about the county program? What about the pieces of the defense program that already have been established through local initiative in peacetime organizations.

Only when, and this is improbable, a complete absence of such beginnings is discovered is it safe to propose and promote a complete plan of organization. As Bradley Buell has said [see *Survey Midmonthly*, January, 1942, page 6], the roots of local leadership in a high proportion of our local communities, at whatever level they may be, are too deep to be dislodged. Any attempt made by an outsider to dislodge them, is destined to failure.

This local leadership may have "a political tinge"; it may rest in a strong volunteer firemen's association; it may lie in a local lodge; it may gain its strength from labor union association; it may come from a strong Community Chest or Council of Social Agencies. It may be downright bad leadership. But regardless of its source or quality it cannot now be ignored by the emissary from national headquarters if he is sincerely interested in winning the war. And even if his interest in winning the war is tinged with a desire to promote professional standards, or to strengthen an existing national organization, he will get just as thoroughly burned if he ignores a strong local leadership.

To deal successfully with varied local conditions requires a higher talent than is readily available. Certainly, to effect a prompt and drastic change in local leadership is impossible under the present urge for rapid action.

WITH the disapproval among social workers of what is implied by the term "political tinge," it may seem odd to urge that a requirement for field workers should be political "savvy." But that is exactly what is needed. Few aldermen, sheriffs, or burgesses would make the kind of mistakes that have been legion among field representatives in behalf of civilian defense. We would do well to remember the sound advice given by two of our most notorious politicians, Boss Tweed and Boss Penrose. "A young man on his way up takes things as he finds them"; and "There are times when you must rise above your ideals." It is also worthwhile to remember that Abraham Lincoln was a politician, and that the war between the states was won not under a "political tinge," but under a positive pall of politics. Carl Sandburg makes this clear.

Politics, in all its varieties and shades, is a deeply rooted factor in American life. The great majority of lasting reforms have been accomplished by one group of politicians fighting another group, rather than by sporadically working noble souls who felt that there was something unclean about their elected officials.

If we can accept the fact that our local communities must be taken as they are, politics and all, then it becomes fairly easy to draw up a set of rules to govern the actions of field representatives in stimulating the development of

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adequate local programs of social service and all other war efforts.

My suggested rules, born of experience, are divided into two sections. The first covers activities when there is no over-all defense council in existence:

1. Before doing anything about health, welfare, recreation, conservation, organization of volunteers, or even the establishment of air raid precaution commands with their many auxiliary forces, urge the community to organize an over-all defense council.

2. Urge, equally, that such defense council follow, as far as possible, the organization pattern adopted by the next highest geographic unit, be it county, state, or corps area.

3. Urge, also, that it be inclusive of all areas that naturally fall into the pattern of the program adopted by that next highest geographic group. Pennsylvania is doomed to muddle through the war because it failed originally to adopt a reasonable progression of large units down to small ones, with a clear understanding as to a chain of command. The original law permitted every little township, for example, to set up a defense council directly responsible to Harrisburg.

If an over-all council already exists or as soon as it is established, the field representatives should:

1. Consult with the highest officer of that council.

2. Find out what already has been done by the next highest council of defense in the activity with which the field worker is concerned. Keep the lines straight.

3. Find out what peacetime programs exist that are adaptable to the new work to be done.

4. Find out what specific war programs exist that are parallel or similar to the proposed program.

5. Working with the chairman of the local defense council, assemble representatives of all existing groups that might be interested in the program you are promoting.

6. Sell them that program.

7. Advise, but only when requested, on methods for carrying out the program.

8. Be sure that organizational advice, when you give it, follows the local patterns that you have discovered.

9. If you can't get action from the chairman of the local defense council, find local individuals or groups who will go to him in behalf of the program you are promoting. They will be able to energize him more forcefully and effectively than you will.

10. If this stratagem fails, fold your tent and quietly steal away. Never start a separate organization. It's true that you might be able to find a "yes-man," able to gather a committee about him, but the final result would be local strife, a divided community, and disrepute for the program you are promoting.

11. Go back a month later. Times and men's opinions change. Maybe then you will be successful, where at first you failed. You will have lost a month, but you will have succeeded in getting your program on the inside.

12. If you fail the second time, maybe there is something wrong with you, or with your program. Remember that this is America, and that each community still has the privilege, in many things, of making up its own mind.

Bases of Cooperation

The Family Security Committee of the Office of Defense Health and Welfare Services, convinced "that the primary responsibility for family security and for coordination of community services [in time of war] lies with government, backed by the participation and support of voluntary effort," has promulgated ten "principles and procedures" as bases for facilitating wartime cooperation for family security services, governmental and voluntary.

—Regional, state, and local organization for defense purposes should provide for the coordination of all organized services for family security. This coordination should have the active leadership (and sometimes the authority) of government.

—Governmental planning or advisory groups for these purposes, on the several levels of government, should be broadly representative of voluntary as well as governmental effort.

—In community planning to meet new or suddenly increased social needs, facilities already existing should be used to the limit of their present or potential capacities, preliminary to the creation of any new facility.

—The first of the community facilities to be so used should be the existing channels for community counseling and planning, such as the local defense council or Council of Social Agencies.

—The foregoing means that any individual or group concerned with a particular need for which new or greatly expanded facilities are required should first present the need in the appropriate social planning group, and ascertain the extent to which existing facilities can be utilized, both qualitatively and quantitatively.

—Cooperation must be based upon a primary interest in seeing that human needs *are met,* rather than an insistence upon prerogatives or exclusive responsibilities in meeting such needs. While the cooperative role of any agency should be rooted in the agency's basic program, that role requires a willingness to adapt that program to meeting new needs.

—A primary goal in any social planning should be adequacy of program and service not only in meeting an emergency, but also in the "long pull" following the emergency, with a building upon and preservation of the permanent values in the community's program.

—In the interest of the "long pull," adherence to the procedures here suggested will avoid unnecessary or unplanned and wholesale shifts in personnel, particularly where social workers can perform a given service in an existing program just as well as in a new setting. It is recognized, however, that some shifting in personnel is necessary and desirable, as opportunities develop for new leadership and new positions.

—Whatever use is made of existing services in meeting new needs, with consequent referrals between governmental and voluntary agencies, this committee urges adherence to the principle that voluntary agency services should continue to be supported from private funds, and governmental services from public funds. This does not preclude the payment of public funds to private institutions such as hospitals, child-care institutions, or other private social agencies, on a case basis for services rendered when public facilities are lacking, inadequate, or unsuitable.

—In program and money-raising publicity, each agency should interpret its services in relation to the other services used, avoiding any public impression that one agency has exclusive responsibility for a type of need which other agencies share in meeting.

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Honolulu—Afterwards

By MARY CATTON
Director, Social Service Department, Queen's Hospital, Honolulu

LIKE other civilians in Honolulu we first believed, that memorable Sunday morning, that the sound of the guns, the fire alarms, the radio orders to military and naval personnel, were part of a big practice. Not until we heard on the radio "President Roosevelt has announced that Pearl Harbor has been attacked," did we know that it was the real thing. Civilians were directed to keep off the streets and not to use the telephone. By noon the local radio stations went off the air, but we were told to stand by for further instructions. All day we sat around wondering what really had happened. In the early evening a newspaper extra gave us some slight idea of the extent of the damage. The governor had declared martial law and ordered a complete blackout.

All that Sunday I had a feeling of utter futility, with a recurring urge to go to the hospital. But we knew so little and I assured myself that if I were needed I would be called. And so I did not go.

Arriving at the hospital next morning, I found the office of the social service department in complete disorder, with chairs piled up and the desks pushed together, still covered with the sheets used the day before in handling casualties. One of our Japanese social workers who had happened to be on duty in a Sunday clinic said that she had started to telephone me but was called away and never got back.

Well, there was no regular work for any of our social service staff for many a day. The hospital was bedlam and we and the whole hospital personnel turned to, to organize ourselves on a war basis. Thousands of people, it seemed, poured in to volunteer either their services or their blood. Everybody had a feverish will "to do something." Life was changed overnight. The United States was at War!

I set myself to fit the social service staff into the places where we could be of greatest use. The blood bank was the first great need. Strange isn't it, that when this bank was started many months ago only a handful of people responded, but when a catastrophe struck we had more donors than at first we could handle. I was sorry for the doctors and techinicians who worked long, weary hours and for patient people standing in long lines—there weren't enough chairs—without food or rest, waiting their turn to be bled. It took a day or two to do it, but we finally got down to a workable system. We had splendid cooperation from the Red Cross which ever since has run a courtesy canteen so that each donor is given food and drink immediately after bleeding.

Another point of pressure was to get all patients discharged who no longer actually required hospitalization. This, too, was a big job, as Honolulu is not well equipped to care for convalescents or chronics. Fortunately, we already had a good volunteer service which proved itself a very great help. War does queer things to the human mind. On December 6 our mental ward was full of patients; on December 8 it was practically clear, with no new patients being admitted. It looked as though the Mental Health Clinic had folded up. Perhaps war has the same effect as shock therapy, but no doubt later we will have patients coming in with war neuroses or psychoses.

There is enough humor in the American mind (what *is* the "American" mind, anyway) to act as a release to tension; an occasional good laugh certainly helps in regaining one's equilibrium. An example of this occurred the other morning just as I was congratulating myself that at last we had the blood bank organized on an appointment basis. At that moment in walked a burly policeman followed by a queue of nondescript youth of various and sundry nationalities, who had been brought up in court for gambling and other misdemeanors. Instead of sending them to jail the provost judge (civil courts went out with the crisis) had "sentenced" each one to go to the hospital and give up a pint of blood. There went our appointment system for the morning. We either had to disobey the judge or turn away a group from a business house that had volunteered and been given time off for the purpose at considerable inconvenience to their employer. We chose the judge's candidates and tried to smooth down the ruffled feathers of the employer. We since have sent a polite note to the Military Court asking it to allow us in the future to make appointments for "sentenced" men. At first our blood bank ran from early morning to dark, but after accumulating a large reserve, we were able to slacken the pace.

AMONG the good effects of these days, and there are good as well as bad, is the discovery of the ability of people to work together and the opportunity of testing our powers of organizing and working under pressure. That observation is prompted by an experience last week. I had come home at noon on Saturday thinking that we were almost back to normalcy. I had lunch and a nap and was working at my desk at three o'clock when I got an S. O. S. call to go to the railroad depot to help in the evacuation of some 1,500 people who had to be out of a certain district before six o'clock on Monday. And this was Saturday afternoon!

Two other social workers picked me up. We stopped first at the City Hall to get instructions from the chairman of the Evacuation Committee. It was all pretty vague and I never shall forget the feeling of utter helplessness that came over me when a map was handed to me (I don't even know how to read a map), and I was told to take charge of a crew of social workers and public health nurses and get the district cleared in forty-eight hours.

Well, orders is orders and off we went to the depot from which we were to function. As the workers turned up I sent them off according to the blocks on the map and then sat myself down to try to work out a plan. Providentially, one of the railroad executives who knew the lay of the land saw me. He sat down beside me and described the blocks one by one: "This one is only warehouses, that one swamps; this one is full of Japanese, that one of Filipinos; this one has only a few people, that one is congested." I scribbled like mad. Presently, the workers reported back, some of them irate because they had found only warehouses

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or swamps; others furious at the military police who had gone to a block congested with Japanese and told them that if they were not out by morning they would be shot. The social worker got to one of these families first, so when the M. P. came the family told him quietly, "The social worker told us we would have until Monday at six o'clock." "Oh," said the M. P., "those social workers! They're always coming in and messing up things." Well, it took plenty of time to get word to the Military Captain to instruct his police to give accurate orders, so much time that I barely made it home before the blackout.

OUR job as social workers was to reassure these frightened people as much as possible and to help through the evacuation. Many could go to friends and relatives in other parts of the city; those without friends or relatives were to go to a large public school. Obviously, many questions would be asked. What about bedding, food, the sick or incapacitated? What was to become of the furniture? How would they get transportation? What would become of pets? That night I laid my plans, had several telephone conferences including one with the city and county physician during an air raid alarm, and wrote out general instructions. At eight o'clock next morning, at the depot, I addressed a large group of workers including Chinese, Japanese and Filipinos and sent them out, not to warehouses and marshes this time but to tenements and areas more or less congested. Other workers were posted at the school to receive the evacuees. During the day the captain in charge of the military part of the business drove me around the area we were evacuating and to the school. I was tremendously impressed with the school staff; all the teachers were at their posts and even the cafeteria was functioning.

It was a grand day for the kids. Wherever we stopped they swarmed around us. To one group of Hawaiian children the captain said, "Do you know that you have to leave your home?" "Sure," they shouted in chorus, "we're going to Kaiulani School." "A social worker will come to tell you what to do." "Oh, we know, she's been here already!"

During the morning I had occasion to telephone regarding a worker to relieve me. The Hawaiian secretary in the railroad office from which I was calling heard me say, as I closed the conversation, "When this war is over I am going to write a book and call it 'Confusion'." As I turned away the secretary said wearily, "Miss Catton, may I add a chapter?"

Thanks to an able corps of some fifteen to twenty trained workers, we had finished by four o'clock on Sunday the job of notifying some 1,500 people and helping them make some kind of plans. The second chapter of that story is getting the evacuees out of Kaiulani School into homes around the city; but that had to be taken over by the Department of Public Welfare. I had to go back to my post at the hospital.

For the most of the first week after the attack there was the greatest lot of rushing to and fro, hither and yon; of orders issued one day and cancelled the next; of instructions given by one person and changed by another without notice. And so tension, jitters, and frayed nerves made their appearance. But as the days passed we got some order into our various jobs; things began to quiet down and we struck a steady stride. Gasoline is rationed and I'm just wicked enough to chuckle as I see people who never have walked a block if they could help it, valiantly setting out on foot. I'm hardened to it, thanks to childhood years in Scotland and to the weekly walks I have taken in Honolulu.

The first time after the bombardment that I felt like breathing freely, was one morning before Christmas when I saw numbers of sailors idling around town on leave; I knew then that, for the moment at least, we were safe. Chatting with a fellow social worker who had spent the night of December 7 heartening the frightened evacuees from the bombed districts, I remarked that we were settling down after an emotional catharsis which on the whole had had good results. Certainly we have learned a lesson. But it is pretty bad to think that it had to be at the cost of lost ships and lives and several thousand wounded.

The awful part of this whole hideous business is the brutality, the hatred, the cruelty it engenders. To fight well, one must hate, and hatred never yet has brought peace and well being. It didn't with the last war and it won't with this one. We are in the war now and must pursue it to the best of our ability. That means constant vigilance against the enemy. But must it be war with hatred? After all, the Japanese is doing his duty by his country as we do ours by our country. Sometime in the centuries ahead mankind may learn to live at peace because conditions leading to war have been eliminated. But the time is not yet.

Hawaii has been famed for its kindly tolerance. I hope that that won't all be swept away by hysteria. But it is hard. I myself turned down a Japanese pre-medical student who volunteered to work in the laboratory, just after I had heard of a glaring case of disloyalty which I don't even know to be true.

I am very sorry for island-born Japanese, the great majority of whom are as loyal as second generation Germans and Italians fighting in the United States Army. It seems so stupid to lose sight of psychological factors that tie one to the land of one's forebears. I am reminded of our trip round the world when I asked my young niece which of all the countries we visited she liked the best. "Scotland," she replied unhesitatingly. Why Scotland, I wondered. She had had a lot more attention in other countries, had been thrilled by the Orient and India. Finally we concluded that even though she was two generations removed from them she had felt the tug of her Scottish forebears. There is something innate in all of us that answers to the land from which we sprung, particularly if that land has produced brave people and a fine culture—as have Germany, Italy, and Japan.

I AM glad that among the agencies started up since the crisis is one on public morale, the director of which is the former local executive of the Institute of Pacific Relations and that his staff includes a Japanese. The purpose of the group is to counteract unfair and destructive attitudes among our population, to keep kindly feeling alive in Hawaii, and to strive for good will. This does not mean indifference to danger or being caught off guard. It means an attempt to keep emotion from running away with us.

The blackout problem was hard at first. We could not get our mother, who is ninety-five, to take in the fact that no lights meant no lights or even that we were at war. She just would not allow us to get her ready for bed before dark—she thought it all nonsense—nor would she sit downstairs in her nightgown and wrapper waiting to go to

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bed. I thought that I could compromise by using a candle, carefully shaded, in her room, but it flickered and cast reflections that brought three policemen banging on the front door and a telephone call from the police station. When I tried to explain the difficulty of managing a lady of ninety-five who all her life had given, not taken orders, one policeman bellowed: "Tomorrow, you put her to bed at four o'clock"; another patted my shoulder and said, "I understand." The next day I heard from our maid, who in turn heard it from the maid in the house of a fire warden, that it looked as though "signalling" was going on from our house. A few days later we had all but the library and bedrooms blacked out by a special heavy builder's paper. We are now quite comfortable at night and can have light in the rooms we really need.

All the parks and the grounds surrounding public buildings have trenches, dug in the first feverish days of alarm. We have been instructed regarding the different types of incendiary bombs, what to do and what not to do, the latter quite as important as the former. It is all very complicated and technical, another evidence of the diabolically destructive use to which man has put his creative genius.

Miss Catton's article is drawn, with her permission, from a round-robin letter written on December 28 to a circle of her friends.

Caveat Canum!

By HARRY B. MILLER

EVERY case worker who has made home calls in outlying districts learns to cope with problems inherent in traversing the distance from the car to the client's door. She may encounter mud, slush, snow, ice, tall grass, or yard trash, commonly referred to in the records as "debris." A more sinister problem, far more serious than these, is the vicious dog.

A recent survey of the staff of the Bureau of Social Aid of the Department of Social Welfare, reveals two methods by which case workers approach the problem. One is the indirect method; the other the direct method.

The indirect method uses the psychological approach taking into consideration all factors, physical and mental, involved in the situation. In this approach, the worker must analyze hereditary and environmental factors in order to understand why the animal behaves as he does. She must note his size and maturity and take cognizance of his incidence in the household and in the neighborhood. All of this information should appear on the face sheet.

The degree of viciousness of the animal should be ascertained. This may be determined by hanging the case worker's leg, or a reasonable facsimile thereof, out of the car window and noting the number and depth of tooth marks when and if the leg can be retrieved. Only those deep enough to draw blood should be counted.

The size of the dog is important, since it determines whether the direct or indirect method should be employed. As a rule, the larger dogs call for more tact and it is here that the indirect, or beat-the-dog-to-the-door method is useful. If it is a small dog, the direct method, e. g. kick the daylights out of him, is indicated.

The motivation of the dog should be weighed. Does he consider his ferocity as work or play? The tail is sometimes helpful as evidence, but it is not conclusive and too much reliance should not be placed on it, as it is sometimes impossible to tell which end to believe. Note that if the dog shows his teeth, he is not smiling.

The degree of the dog's hunger should be ascertained before the car door is opened. This may be determined by carrying a pound or so of wienerwurst in the briefcase and tossing them, one by one, out of the window. It is recommended that case workers consult the Wright Hunger Index Chart, which will determine the relative hunger of the dog by dividing the number of sausages by the number of seconds it took the animal to swallow the last one.

The temperature of the day is an element in determining the tolerance of the dog for strangers. Since it has been demonstrated that his tolerance curve falls in direct ratio to the rise of the thermometer, new calls should not be made on hot days. If a call is imperative, it should be made early in the morning before the dog's saturation point of tolerance has been reached.

A variation of the psychological approach is the control-your-environment method. In this, the case worker, after stopping the car, gives the horn button a slight accidental push. This is guaranteed to bring a rescue squad of little tots who fearlessly drag off the savage brute.

The indirect method, with variations, is used by case workers more than by any other type of doorstep caller. Its objectivity lends itself to their philosophy, skills, and techniques. It allows for individual differences and affords opportunity for a give-and-take relationship and the full play of the personalities involved. It is highly recommended by all sincerely professional social workers.

The direct method is based on action. When the case worker employing this method needs to make a home call she makes it. She equips herself with a hard, wooden instrument, bulbous at one end, grip size at the other. Should this instrument be unavailable, a short length of iron pipe will serve the purpose. Some workers have experimented with a short length of rubber hose. But in the interest of national defense, priorities being what they are, the wooden instrument, still obtainable in house furnishing stores, is recommended.

Arriving at the home of the client the case worker whistles loudly and ingratiatingly, gets out of the car on the side opposite the house, and waits, poised, until she can see the whites of the eyes of the advancing dog. A swift businesslike blow across the cranium is guaranteed to produce a calming effect without the use of harmful drugs. The case worker then neatly kicks the dazed animal under the car, makes the home call and goes on her way.

The advantages of the direct method are its economy of time and its efficiency of accomplishment. Its major disadvantage is that it allows the dog very little active participation and frustrates the expression of his personality.

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The Skipper

By WILLIAM H. MATTHEWS

Thousands of New York's old people have enjoyed peace and comfort in their declining years because of Mr. Matthews' human understanding and sympathy. During the twenty-eight years of his association with what is now the Community Service Society his energy and imagination have been directed constantly to lending a hand to those for whom age is an economic handicap. He originated the Crawford Workshops where tasks are geared to the capacity of the worker, he manages an apartment house for elderly people of low income, and he directs Ward Manor, a country home on the Hudson River maintained by the CSS. It was Ward Manor where The Skipper "came to live with us."

"Surveyor, farmer, miner, prospector,"
So he wrote on the line that asked
"Describe in brief your former occupations."
Talking with me of what seemed best, he said,
"I'm out of place here in the city
Up in the country I could work
Doing the things I've done most all my life";
A life which then had passed beyond the mark
Of three score years and ten.

And so he came to live with us,
A man we knew, by looking in his eyes,
Would never break his word, nor deal in sophistries.
Six foot or more he stood, lean as a coursing hound,
Straight as a hickory and seemingly as tough.
We christened him "The Skipper."
It seemed more fit than "Mister"
When calling him to join us in the fields.

Of accurate mind he was. In a homemade diary
He kept a record of all rains, inches and dates;
First and last frosts of winter, depth of snows.
With hatchet, stakes and tape he strode across the fields,
Mapping by acreage the pastures, haylands, crops,
Stopping at times to fill his cherished pipe
From the pouch he carried down from mining days.

From long neglected, close grown rhubarb roots
He made new beds and by each year's divisions
Produced a hundred pounds where only ten had grown;
The matted raspberry canes,
Their crop not worth the picking,
He marshaled into rows from which at fruiting time
He carried baskets brimming with the reward
Which earth gives forth to those who heed its needs.

Waste he deplored. In harvest days
When trucks had left with last of gathered crops,
He gleaned through grass for faulty fruit thrown out.
We knew the skipper had been there
By burlap sacks piled neat at edge of field.
Each pile he tagged,
"Haul to the barn to feed the hogs."

In evening hours, he turned from heavier tasks.
He had great love of flowers.
With hoe filed sharp he worked among the plants,
Breaking the sun-baked soil.
No weeds had chance to grow where he walked through.
He was well read, in science, chemistry.
"Man," he once said to me, "is the dumbest
Of all dumb creatures on the earth,
He starves in midst of plenty."
Walking with him one day through field of blue alfalfa
Which he had watched from day seed-bed was made,
He said,
"Man fools himself,
Tries oft to fool his fellows,
In turn is fooled by them."
Then reaching down
And gathering in his hands the stalks of fragrant blue,
He said, "Here's something man can't fool."
With nature he had won companionship
And in her laws had found life's verities.

Mowing with him one day, we stopped to rest
At end of swaths through which we'd swung our way;
I said to him, once more, "Don't work so hard,
Do less, store up your strength for days to come."
"I know, that's what the doctor said to me.
He stopped when I was spading 'round the lilac trees,
I told him, I keep going,
I know that if I stopped
At age like mine,
I never should get started up again."

A short time after this, he came to me and said,
"Would it make talk, would you be blamed
If some day as I worked in garden or in fields
This heart of mine, which kicks a bit sometimes, should stop?"
I answered, "No."
I knew that in desire to work 'till end should come
He was but like the breed from whence he sprung;
Men who asked only for a chance to work
And win by sweat the things by which they lived.

One day in April, spading sunny spots
Where seeds might sprout a month ahead of time,
Fatigue came quick upon him.
Unhelped, he reached his room.
A night of quiet sleep.
At dawn, fulfillment of his wish.

I stopped one day to talk with men
Hoeing the rhubarb bed.
One said, "There'd be no weeds a-growing here
If The Skipper was about."

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Here in Washington . . .

By Rilla Schroeder

THE endless bickering of the various federal housing agencies was ended abruptly by the executive order consolidating the sixteen different and independent (very independent) agencies under one head, John B. Blandford, Jr., former assistant budget director. The nomination has gone to the Senate and the new housing boss is expected to take over in short order. He will be known as the national housing administrator and the new organization as the National Housing Agency. The consolidation abolished the Office of Defense Housing Coordinator Palmer, who will go to England at the request of the President to study housing conditions there.

At forty-five, Mr. Blandford already has spent more than twenty years in public service, in Cincinnati, with TVA, and in Washington. He has proved himself an able man and he will need to be in his new job. He takes over the functions, powers, and duties of the Federal Housing Administration, the Federal Home Loan Bank Board, the Home Owners' Loan Corporation, the Federal Savings and Loan Insurance Corporation, the United States Housing Authority, the Defense Homes Corporation, the Federal Loan Administration, the Federal Works Administration, and the Division of Defense Housing Coordination.

In addition he takes over all functions, powers, and duties relating to defense housing of (1) the federal works administrator; (2) the War Department and Navy Department with respect to housing units for persons (with families) engaged in national defense activities (except housing units located on military or naval reservations, posts or bases); (3) any agencies heretofore designated to provide temporary shelter in defense areas. Also, all functions, powers, and duties of the Federal Security Administration relating to such housing projects . . . for families not deriving their principal income from operating or working on a farm. Also, all powers, rights and privileges, duties and functions transferred to the federal works administrator by Executive Order 8186 of June 29, 1939.

This formidable list leaves no doubt as to the extent of the power of the new housing administrator. He is to be housing boss, spelled in caps.

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FOLLOWING THE GAMBIT OF THE BYRD committee, Senator McKellar of Tennessee proposes to abolish the National Youth Administration and Civilian Conservation Corps. The youth training job, for defense work only, would be transferred to some "appropriate agency." The Senator's bill gives NYA and CCC from June 30 to December 31 to wind up their affairs, but forbids the launching of any project that cannot be completed by July 1.

As a matter of record, the CCC has been devoting its efforts for some time past to defense or war work. On February 7, at the recommendation of Director McEntee, Federal Security Administrator McNutt announced: "Effective immediately all camps will concentrate their efforts on war projects concerned (1) with work on military reservations or military areas for the U. S. Army, and (2) with protection and development of natural resources essential to the war effort. Existing camps which are not adaptable to . . . these . . . programs will be closed as rapidly as possible." On that date the CCC was operating 800 camps with 200 scheduled to close early in March.

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A REPERCUSSION OF PEARL HARBOR, Wake, Guam, and the Philippines is the bill, now in conference, continuing the pay of persons in the armed services and civilian employes of the War and Navy Departments for one year after they are reported as missing, captured or interned. Families of workmen and service men on Wake, Guam, and the Philippines have been a problem since December 7. Service families, of course, had their allotments, but civilian employes' wives and families depended upon monthly or semi-monthly allotment checks from the family provider. The bill continues allotments for a twelve-month period. If no allotment had been made, a dependent may be designated to receive the fund. If there are no dependents the payments will be credited to the account of the missing, captured or interned person.

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THE $300,000,000 WAR REPLACEMENT bill went down before a barrage launched by outraged governors and state officials who saw in it a threat to state control of the unemployment compensation system. The House Ways and Means Committee has definitely dropped the subject. It plans to tackle the tax bill in the near future and that, it figures, will occupy its energies—and protect it from governors—for quite a while.

House leaders are in entire accord with Ways and Means' position. They believe that in due course, as replacement unemployment develops, these same state officials will be back in Washington.

Two ways out are possible, one a special $300,000,000 WPA fund for displaced workers, handled through regular WPA channels; the other a direct appropriation. The hitch here would be a House regulation permitting a single member to block consideration of appropriations for projects not previously authorized. The House these days is too economy-minded for any bill involving any sum over $1 to pass by unanimous consent.

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WITH THE DEATH LAST FALL OF Representative Geyer of California, responsibility for the anti-poll tax bill fell on Senator Pepper of Florida, sponsor of the Senate bill. A hearing by a subcommittee of the Senate Committee on Judiciary is scheduled to begin March 12. The subcommittee sounds promising. Senator O'Mahoney of Wyoming is chairman. Serving with him will be Senators Connally (Texas), Murdock (Utah), Norris (Nebraska), and Austin (Vermont). Three of the five are known to be friendly toward the bill with the other two uncommitted. The whole committee is more evenly divided but, all things considered, the bill has more than a fair chance of coming to the Senate floor.

Representative Geyer introduced the bill his first year in Congress and reintroduced it after his second election. One hearing was held, but the bill was never reported to the floor and the hearings have never been printed.

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THE BILL CREATING THE WOMAN'S Army Auxiliary Corps is certain of passage unless unforeseen opposition arises in the Senate. The measure permits women between the ages of twenty-one and forty-five to volunteer in the army, their duties to be specified by the Secretary of War. If and when the bill is enacted, Representative Baldwin of New York will introduce immediately a measure calling for registration of all women between the ages of eighteen and sixty-five. This proposal, its sponsor insists, is in no sense a draft, merely a survey of the potential woman power of the nation.

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The Common Welfare

The AASW

A SPATE of resignations designed to clear the air of the American Association of Social Workers puts into the presidency Frank J. Bruno of St. Louis, the second vice-president. Mr. Bruno was the only one of the vice presidents to survive the action incident to the presentation to the association's national board, at a three-day meeting in February, of the report of the executive committee of the special inquiry into the affairs of the AASW, authorized by the board in March. It was the progress report on this inquiry which precipitated storms in the delegate conference last May [see *Survey Midmonthly*, July 1941, page 221] with a tangle of procedures from which finally emerged direction to the executive committee to pursue the inquiry under the same plan and with the same procedures as originally set up.

The ensuing months have not lessened the tensions engendered at that meeting or reduced the "side taking." Shorn of professional terminology and polite circumlocutions, the issue has been pretty clearly drawn as to confidence in the executive secretary, Walter West, and his "qualifications for the duties he should perform." These qualifications were challenged by the president, Wayne McMillen of Chicago, elected in 1940 and reelected in 1941 after the delegate conference brought long smoldering discontent into the open.

The final report of the executive committee, chairman, Kenneth L. M. Pray of Philadelphia, is a document of 184 mimeographed pages, plus two supplementary statements that bring the total to 205. The general report of twenty-two pages summarizes the findings set forth in ten appendices. Included are "urgent recommendations" on program and the minority report of Mr. McMillen.

In the absence of "criteria set up in advance of the period under review agreed to by all concerned" the committee found itself unable to carry out one of its major original plans, "a fair and thorough evaluation of the total performance of the executive secretary, in accordance with sound professional principles and methods." It therefore confined its examination to specific complaints, largely of administrative procedure, supported by definite factual data, and to examination of the president's concept of his office and of his procedures in relationship to administrative responsibility. The upshot was the conclusion that:

> In the light of the evidence adduced in this study . . . the executive secretary has shown administrative competence, professional integrity and full conformity with the policies and decisions governing association program, allocation of responsibilities and definition of powers and duties. . . . The committee does not find any basis for the removal of the executive secretary.

At the same time the committee concluded that, "The president's rejection of 'normal procedures' [to effect change] has resulted in violation of acceptable personnel practices. . . . "

After exhaustive discussion the national board voted to accept the report of the executive committee with a few minor changes in phraseology and with the proviso that certain of the appendices, while made available, should not be sent out to the entire membership. Notified of the acceptance of the report, in effect a vote of confidence, Mr. West said he had no statement to make. The board then proceeded to vote to request his resignation, but scarcely had it done so when Mr. West, unaware of this action, presented his voluntary resignation contingent on distribution of the whole report. The board then rescinded its request and accepted Mr. West's voluntary resignation, thereby accepting his condition—the circulation of the entire report. At this point the resignations of officers, previously offered and tabled, were taken from the table and accepted. They were: Mr. McMillen as president; Pierce Atwater, of Chicago, as first vice-president; Mr. Pray as third vice-president.

Thus Mr. Bruno automatically succeeded to the presidency. To provide for contingencies the board elected Lester Granger, of New York, as vice-president to serve until the next election of officers. The resignations of the officers became effective at the end of the board meeting. The resignation of Mr. West will become effective probably on May 1.

The board holds that with the report accepted and out of the way and with conflicting personalities out of the picture, the association now is in a position to direct its full attention to matters of program. A meeting will be held in May in New Orleans, in connection with the National Conference of Social Work, to discuss "The Profession of Social Work and the War." A delegate conference will be held at a later date, probably in the fall. Arrangements are being made to circulate various sections of the report to the membership and to chapters, but the details of the distribution have not been determined.

Housing's WPB

FEBRUARY 24, 1942, the day when President Roosevelt issued his long awaited order for comprehensive reorganization of all federal housing agencies, is a notable date in housing history. By this order the various war and other government housing activities heretofore carried on by sixteen independent agencies with resultant delays, duplications, and conflicts of every variety, are consolidated in one place, the National Housing Agency. [See page 79.] This new over-all agency, headed by a single administrator with full power to direct a unified and comprehensive program, consists of three units under the administrator's supervision and control.

At the helm of the new NHA is John B. Blandford, Jr., formerly assistant director of the budget, and once general manager of TVA, under whose guidance the work of the agency should proceed efficiently, vigorously and unpolitically.

The first unit, the Federal Public Housing Authority, represents an amalgamation of the United States Housing Authority and other government agencies (or parts thereof) formerly engaged in constructing housing with public

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funds. Leon Keyserling, who was acting USHA administrator, heads it as acting commissioner.

The second unit, concerned with guaranteeing or insuring mortgages placed by banks or other leading institutions on homes, absorbs the functions of the Federal Housing Administration and will continue under that name, with former FHA administrator Abner Ferguson as commissioner.

The functions of the Federal Home Loan Bank System and related institutions in connection with financing and construction are taken over by the third constituent division, the Federal Home Loan Bank Administration. John Fahey, former chairman of the Federal Home Loan Bank Board, is the new commissioner.

This streamlining of the program looking toward the development of an adequate, integrated national housing policy, followed the recommendations of Judge Samuel I. Rosenman who had made an exhaustive study at President Roosevelt's request. According to the President, the plan reflects widespread agreement among officials as well as many students of housing outside the government. At last, war housing is given an effective go-ahead signal.

Travel Conservation

INDICATIONS that state welfare administrators, accustomed to grappling with the seemingly impossible, have not been cowed by the new bug-a-boo, tire shortage, are the recent bulletins on travel conservation emanating from their departments. These bulletins offer county welfare departments suggestions for cutting down on mileage without sacrificing high standards of work or failing to meet the legal requirements under which their programs operate. Most frequent suggestions are: the increased use of common carriers, probably involving redistricting and reorganization of case loads; the lengthening of intake interviews, and the greater use of office appointments, correspondence, and the telephone for collateral contacts; cooperation with other agencies, such as the Farm Security Administration, in providing automobile transportation for two or more workers covering the same territory; the use of volunteer's automobiles, when available, and their housing facilities when overnight stops can eliminate unnecessary travel.

Just now tire-saving suggestions are of methods by which counties can immediately conserve travel while adjustments in regulations and policies, which the dwindling tire supply eventually will require, are being worked out by state welfare departments with federal agencies.

Enemy Aliens

TO the Federal Security Agency has been assigned the huge and complex task of resettling enemy aliens and others who are barred from entering eighty-eight areas in California, and from certain areas in Oregon, Washington, and Arizona as well. Most of those affected are Japanese nationals, though citizens of Japanese descent have been included in the removal orders.

The Department of Justice is furnishing FSA with names and addresses of persons affected by the removal orders—the rest is up to Security. As a first step, special offices, staffed by trained workers familiar with local conditions, have been opened near the prohibited areas.

Removal orders, as FSA pointed out in a recent statement, do not mean internment. Japanese, German, and Italian nationals "known to be dangerous or inimical to this country's interests," are already in internment camps. Nor will the evacuation be carried out on a mass basis. Quite to the contrary, it is to be handled so far as possible by case work methods, with emphasis on family and group planning, and with "the smallest possible loss of human resources." Many of the Japanese are skilled truck farmers, and a large proportion of these, it is hoped, can be relocated in areas where they can engage in such work.

Figures giving reliable indication as to how many enemy aliens and others will have to be resettled are not yet available, but at least twenty thousand families are believed to be affected. In general, persons who normally work in prohibited areas but have their homes elsewhere will not be removed and resettled, but will be helped to find work outside the forbidden zones. The present policy is not to move these people across state lines, although the government has authority to relocate them in any part of the country, should this seem advisable.

Says FSA, "It is hoped that removal and resettlement of those aliens who have been guilty of no unlawful acts can be conducted with consideration for their needs." And it adds this timely warning to us all: "The fate of large numbers of American civilians now in the hands of our enemies may depend upon good treatment in the communities in which these people are resettled."

New York's Loss

AFTER forty-six years New York has lost its claim as the home town of one of the first citizens of social work, Edward T. Devine. Many national and international assignments took Dr. Devine away from New York during those years, but he always returned and New York social work always counted him as its dean. Although he retired from active responsibilities several years ago, his wise and seasoned counsel has been sought and enjoyed by many agencies with a traditional claim on his interest, among them Survey Associates, Inc. Dr. Devine has been associated with *The Survey* since its beginnings and today remains one of its valued contributing editors.

Early this month Dr. and Mrs. Devine gave up their New York apartment and moved to Oak Park, Ill. (642 North Elmwood Avenue), to be near their daughter, Mrs. F. B. Hunt.

Martha McC. Berry

THE "Sunday Lady of Possum Trot" died last month in Atlanta at the age of seventy-five. The story of the founding and development of the Berry Schools by a daughter of the traditional "old South," of how the Sunday telling of Bible stories to what Miss Berry's cook called "white trash chilluns" grew into a unique educational institution in northern Georgia, is one of the epics of American social history. From its little log cabin beginning, the Berry School today has four branches, 1,200 pupils housed in 125 buildings spread over some 35,000 acres, and a waiting list of 5,000.

Martha Berry believed that, "The children of the highlands are one of our country's greatest natural resources." Her ambition, she said, was "to free them and to give them to America strong of heart and mind and soul." In the lives of many thousands of young people to whom she gave, through education, "the independence that comes from knowing how to do things with the hands as well as the brain," her ambition was richly realized.

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The Social Front

Emergency Plans

FOLLOWING the statement issued recently by the national headquarters of the American Red Cross and the American Public Welfare Association as to respective responsibilities in an emergency [see *Survey Midmonthly*, February 1942, page 51] has come the announcement of a local agreement between the New York City Department of Welfare and the local Red Cross chapter. The lines of responsibility have been specified as follows:

Rest Centers: The Red Cross will assume responsibility for establishing, equipping, and operating rest centers for the immediate and temporary care of non-injured sufferers of bombings or other belligerent action, and will provide emergency feeding, clothing, and overnight sleeping accommodations for persons in need of them. The total number and location of the rest centers will be determined after consultation by the Red Cross with the mayor, civil defense authorities, and the appropriate city departments.

In undertaking feeding in these rest centers, the Red Cross will utilize facilities in the centers, mobile canteens, and other field equipment. Feeding will be provided for defense workers as well as "bomb refugees" at the centers and in the field, as needed. In the event of exhaustion of Red Cross supplies, the Department of Welfare will provide food temporarily from communal feeding centers. Clothing will come from Red Cross stocks and from WPA supplies available from the Department of Welfare upon request of the Red Cross.

Communal Feeding: The Department of Welfare will assume responsibility for communal feeding by enlarging its present facilities for mass feeding, and establishing other centers as needed. Feeding may also be provided through restaurants on orders issued by the Department of Welfare. Communal feeding will be provided for civilian sufferers of belligerent action after they have been assisted in rest centers and before they have been rehoused and established.

Rehousing—Cash Grants: The Department of Welfare will assume responsibility for finding housing facilities for persons whose dwellings have been destroyed. It is anticipated that, except in extreme emergencies, sufferers from belligerent action will remain in the Red Cross rest centers from a few hours to a maximum of forty-eight hours, but Red Cross assistance will always be continued until the Department of Welfare has been able to make other arrangements. The Red Cross will keep the department informed about persons receiving care in rest centers so that the department may act promptly in finding new dwellings. The department will provide cash grants and clothing as needed, but in some cases may refer families and individuals to the Red Cross for supplementary assistance. The Red Cross may undertake the repair of bombed homes, although major repairs and rebuilding will probably have to be deferred until after the war or the emergency.

Registration: The Red Cross will assume responsibility for providing information concerning civilians who have suffered from belligerent action. The Department of Welfare and other social agencies giving any form of emergency assistance will clear through the Social Service Exchange of the Welfare Council, from which the Red Cross will get the information needed for its response to inquiries.

Information: Subject to and in line with over-all city plans for the dissemination of information concerning welfare and social services open to the entire population, the Department of Welfare will be prepared to give information through its central office and its various branch offices throughout the city.

First Aid and Emergency Medical Care: First aid and emergency medical care will be the responsibilities of the emergency medical service of the local defense council. The Red Cross will assist, as requested, by providing emergency ambulances and other facilities, by providing an adequate number of persons trained in first aid, by the training of nurses' aides.

Coordination: The Department of Welfare will undertake to coordinate the work of private social welfare agencies to fit in with the general citywide plan for emergency care.

Other plans completed by the Department of Welfare in preparation for emergencies arising from enemy attack or sabotage were also announced last month. They include:

The establishment of an emergency welfare staff of approximately 2,500, of which 2,000 are regular department employes and 500 employes of private welfare agencies. The members of this staff, while carrying on their regular peacetime duties, are receiving special training for emergency work through a course conducted by the department.

The designation of twenty-four emergency welfare centers throughout the city. Members of the emergency staff will be assigned for night duty to the stations nearest their homes, for day duty to stations nearest the point where they are now employed. The department expects to augment the number of these centers to fifty. The services they will render, on a twenty-four hour basis, are those mentioned in the agreement with the local chapter of the American Red Cross.

The use of 230 volunteers, referred by the Civilian Defense Volunteer Office, to help carry on the regular work of the department. Ninety-six volunteers already have completed training courses in the department and have been assigned to work.

War and Welfare

THE new services and needs reported by family agencies are to be studied by a Committee on Family Welfare Program in Time of War, appointed last month by the Family Welfare Association of America. Chairman of the committee is Stanley P. Davies, executive director of the Community Service Society of New York. Among the family problems reported by the FWAA's 221 member agencies since and prior to the war are: situations resulting from the operations of the Selective Service Act; broken homes caused by fathers leaving to take defense jobs in other cities; problems of child care resulting from mothers' acceptance of defense jobs; destitution among aliens, in many communities ineligible for public relief and in some practically barred from employment.

For Children—Looking ahead to a possible emergency, the Children's Aid Society in New York City has outlined a program to fit into the city's protection program. This involves the use of the society's branches as neighborhood first aid headquarters, central feeding stations, and distribution points for evacuating children. Under the society's evacuation plan, each child will be placed in

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New Faces in the Office of Civilian Defense in Washington

Dean Landis of the Harvard Law School has succeeded Mayor Fiorello La Guardia of New York as director. Mr. Daniels, editor of the Raleigh, N. C. *News and Observer*, has succeeded Mrs. Roosevelt as head of the Civilian Mobilization Branch, new name for the former Volunteer Participation Division. He also heads the division of program planning. Mr. Jackson, associate secretary of the New York State Charities Aid Association, formerly director of the Bureau of Public Assistance of the New York City Department of Welfare, heads the division of operations, including activities of volunteers and community organization. Miss Dublin of Washington, D. C., recently coordinator of hearings for the Tolan Committee and former secretary of the National Consumers League, is head of the division of surveys and information.

a private family away from danger areas. The society's city and out-of-town branches are to serve as reception centers for children on their way to the foster homes which are to be found through its Foster Care Services Department. Because of the scarcity of buildings for congregate care, it is estimated that under an individual placement plan nearly five times as many child evacues will be able to receive care than under a group placement plan.

USO—Five mobile USO clubs recently began operating along the eastern seaboard on routes extending from Maine to Florida. Each contains reading and writing facilities and materials, a complete motion picture theater, a canteen, and film, book, and musical record libraries. Purpose of the units is to make USO services available to men away from military reservations. Ten similar units will soon be in operation along the west coast. Idea for the units emerged from the spontaneous actions of several USO directors who, using their own cars, have taken whatever service possible to men assigned to duties away from camp communities.

For Consumers—Latest community to set up a consumer information center is Washington, D. C., where a center has been established under the auspices of the District of Columbia Civilian Defense Council. Among its services to the public will be the provision of information on prices, household conservation, substitutes, supply and quality of consumer goods and other household problems brought on by wartime exigencies. The center will also train an educational staff to assist groups and organizations throughout the district in organizing their own wartime consumer education programs. Models on which the capital city can draw in getting its new service under way are the experimental consumer information centers at Detroit, Mich., and Williamsport, Pa., set up several months ago by the consumer division of the Office of Price Administration for demonstration purposes.

Feeding Plans—Test plans for the organization of restaurant proprietors to aid the American Red Cross in relief feeding in event of emergency are being worked out in Los Angeles and Washington. In Los Angeles, members of the National Restaurant Association are surveying all the restaurants in nineteen "emergency districts" and are compiling statistics as to the kitchen facilities, seating capacity, and trained personnel of each restaurant affiliated with the association. Restaurants in the vicinity of emergency shelters will be on call at all times. Four hundred restaurants also affiliated with the national association are participating in similar plans in Washington. These plans are the first to be worked out under the terms of a recent agreement between the Red Cross and the National Restaurant Association in which the association pledged its members to provide assistance which may include: the utilization of restaurants as central feeding kitchens; the provision of personnel for the preparation and serving of food on premises other than those of association members; the provision of feeding equipment for use in mobile field kitchens.

MARY DUBLIN

Stumbling Blocks—Some of the legal restrictions which threaten to sabotage the usefulness of the District of Columbia Board of Public Welfare in a war emergency have been outlined in a recent issue of *Community Service*, bulletin of the Council of Social Agencies of the District of Columbia. Among them are: fixed ceiling on relief grants; inability to give service to non-residents; restrictions as to the use of volunteers; crowded working space. Another dangerous re-

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striction, limiting the power of the board to give care to dependent children without court commitment, was recently removed by act of Congress. Social workers are not without hope that the relief ceilings will also be lifted as the District Commissioners already have eliminated them from the budget request to Congress.

Caught Short—One of the minor tragedies of the war has been the failure of Los Angeles to attain its $2,750,000 Community Chest goal. The failure is directly traceable to the loss of the $40,000 usually obtained from the Santa Anita Turf Club, closed in December on orders from the War Department. It is estimated that campaign receipts will reach $2,715,000.

Changes— How quickly a family agency reflects swift social changes is indicated in "This Changing World," the 1941 report of the Community Service Society of New York, largest family agency in the country. Though personal or family trouble remained the basic reason behind the society's program, the "trouble" in 1941 began to spring from new sources brought about by the nation's greatly accelerated defense program. Among these sources the report names: the rising cost of living; priorities unemployment; the Selective Service Act; the new consciousness of nutrition and health; a rise in juvenile delinquency; intensification of the housing problem. During the year the society's various divisions rendered service to 32,502 families containing a total of 82,120 persons. From the society, 105 East 22 Street, New York.

On the Air—"Let Freedom Sing" is the title of a unique leisure time activity for defense workers sponsored by a local radio station and a local newspaper in Bridgeport, Conn. Each of the large defense factories in the city is being invited to present a radio program, planned and starred by the workers themselves, as one of a Sunday series. One indication of the success of the series is the request received by the sponsors from the Labor Division of the War Production Board for recordings of the broadcasts.

Youth

A SCHEME for an exchange scholarship program in the **Western Hemisphere** is embodied in a bill sponsored by Jerry Voorhis, congressman from California, which is now before the Educational Committee of the House (H. R. 163). The bill would set up an Inter-American Scholarship Fund to act as trustee for funds contributed by any person or nation for the exchange of students between the Americas. Initially, the fund would rely on an annual appropriation by Congress of one million dollars. Trustees would be Latin Americans and citizens of the United States in equal numbers. The use of the funds would be broad, with special consideration among applicants from this country to teachers of Spanish or Portuguese, to those interested in studying some aspect of Latin American life, or qualified to make some scientific or educational contribution to the nation to which they go. The bill also establishes an office to maintain close personal contact with scholarship holders, and to aid them in their adjustment problems, both educational and social, in the country where they are studying.

Transfer—Stephens College, Columbia, Mo., announces the "termination of the activities of the Institute for Consumer Education," established and maintained on its campus by grants from the Alfred P. Sloan Foundation. The Institute was especially concerned with the development of study and teaching materials in the relatively new field of consumer education. The personnel and functions of the Institute have been virtually taken over by the Consumer Division of OPA. James E. Mendenhall, director of the Institute, has been chosen to direct the division's work of program planning and program material. He will assist youth groups, civic groups, women's clubs, and other organizations, in planning programs to further the drive for "national fitness." His first OPA project, a pamphlet designed for young people of high-school age, is soon to be released.

Youth Views—A three-fold clash of opinion developed among the 800 delegates from more than 250 colleges and universities in forty-one states who met at Miami University, Oxford, Ohio, early in January, in a national assembly of Student Christian Associations, called two years ago to give guidance and direction to the Student Christian Movement for the next four years. For four days, the delegates listened to two series of lectures by James Muilenberg and Gregory Vlastos on "The Christian Faith" and "The Christian Social Reconstruction," and met in seminars and round tables. In the final three days, in which the assembly attempted to formulate principles and program, three "positions" on the war developed. A small, determined left-wing bloc sought to commit the gathering to absolute and uncritical support. A correspondent writes: "They were armed with a prepared statement, drawn up previous to the assembly . . . the intent of which was to commit the movement to 'all-out' support of the government in the prosecution of the war. They were determined to get their statement adopted as 'the' policy of the movement, and proceeded to employ every means of parliamentary maneuvering and obstructionism to this end."

An equally dogmatic group of pacifists "answered the challenge in rather militant fashion, and at times did not manifest the conciliatory spirit that might be expected of them in the circumstances. This latter group was not attempting to foist their position on the entire assembly, but were insistent that it be recognized and endorsed as a valid Christian position to be honored by the movement." The majority of the assembly, caught in the furious crossfire between pacifists and "party-liners," finally evolved a statement which defined three positions on the war: critical and uncritical support of the government, and the pacifist position. The "left-wingers" withdrew from the session when it was decided not to poll the assembly on the three positions.

The final "statement of Christian unity in the present crisis" includes these considerations: "We are united in our loyalty to the United States of America and to those ideals of freedom and justice toward which it strives. . . . We are united in realizing that the guilt for the present tragedy rests upon each of us. . . . We resist fascism because we recognize in it one of the greatest manifestations of evil in the world today. . . . We are united in affirming that the first loyalty of the individual is to follow the will of God as revealed to him through his own conscience. . . . We are united in humility because of our inability to find one answer to the awful dilemma confronting Christians today. . . . However, the meeting of our differing conceptions of truth results in a correction of our too simple solution of these problems."

Negro Youth—Special disadvantages faced by the two and a quarter million Negroes in the youth population of this country are defined and discussed in "Color, Class, and Personality," by Robert L. Sutherland, the report of a three-year study by The American Youth Commission of the American Council on Education. The study is divided into two sections. Part I, "Things as They Are," is largely descriptive, illustrated by numerous case stories showing the conditions of housing, education, social services, employment, and community attitudes which add up to discrimination against this youth group. Part II, with chapters on "Changing the Stereotypes," "Changing Lower Class Standards," "Changing Negro Education, Social Work, and Re-

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ligion," is largely concerned with trends, possibilities, and needs.

The inquiry disclosed, says this report, that "of all Negro youth, only an occasional one ever comes into contact with a professionally trained social worker. In many communities private social agencies do not welcome, and certainly do not solicit, colored clients. Public agencies generally receive them, but in many such organizations the worker is a dispenser of relief or a determiner of eligibility—and not a sympathetic counselor with the time, patience, and training to give lower class Negro youth the encouragement and continued counsel they need." Citing as exceptions such organizations as the Institute of Juvenile Research in Chicago and the Family Society in Philadelphia, "whose staff members could pull from their files numerous records of thoroughgoing case work with Negroes," the report concludes, "For Negro youth as a whole, social work is as unable as education to claim credit for saving them from an endless chain of lower class influences." As an "increasingingly urgent" recommendation, the report proposes: "A foundation, a state department of education, a state school for Negro education, a private college for Negro education, a group of social agencies, or a combination of these agencies should establish a new type of guidance center for Negro youth in which the complete personality development and adjustment of the individual is the center of interest."

Record and Report—Reports by students of information and advice given them by forty speakers at a vocational information conference last fall, make up the very compact and practical Vocational Information Digest, recently published by New Jersey College for Women, New Brunswick, N. J. Price 25 cents.

Jobs and Workers

A "VASTLY increased desire on the part of workers to determine their bargaining representatives" was cited by H. A. Millis, chairman of the National Labor Relations Board, as an outstanding development of the year, in commenting on the annual report of the NLRB. Until last year (1941) the board received about two cases of complaints of unfair labor practices to one regarding representation; but last year, Mr. Millis stated, the proportion became one to one. The summary of the year's work shows that appeals on behalf of more than a million workers were made to the board; nearly 750,000 valid votes were cast in secret elections supervised by the board; 70 percent of the votes, a new high, were in favor of nationally affiliated unions. The report further shows that during the last year the NLRB closed 4,698 unfair labor practice cases; 502 company unions were disestablished, and collective bargaining began in 1,009 cases; 23,475 workers were reinstated "to remedy discriminatory discharge"; 5,181 discharged workers received $924,761 in back pay, and 24,427 workers who had struck in protest against unfair labor practices were reinstated.

Trained Women—A Washington conference bringing together representatives of industry, government, colleges, and graduate schools has been called by the Institute of Women's Professional Relations, Room 203, Post Office Building, New London, Conn. The tentative program of the meeting, which will be held at the Mayflower Hotel, March 20 and 21, includes discussion of the need for trained women in the armed forces, in the executive departments of government, in industry, scientific services, education and community agencies, transportation and communication, business, law, home economics, and agriculture.

Negro Workers—Qualified Negro workers now have a chance to work in Pacific Coast shipyards as boilermakers, chippers, caulkers, and at other skilled jobs. This relaxation of union discrimination against Negroes is the result of negotiations between representatives of Local 39, International Boilermakers' Union, and of the Negro Employment and Training Branch of the War Production Board, at Oakland, Calif. As a result of these negotiations, the local is now referring skilled Negro workers to the various shipyards with which it has agreements. The union also agreed to the induction of Negroes into training courses for upgrading. . . . "Negroes in Defense," a recent issue of the Information Service of the Federal Council of Churches (297 Fourth Avenue, New York, price 5 cents) summarizes the current situation in industry, in agriculture, and in the armed forces.

Jobs for Aliens—Managers of all local employment offices have been instructed to explain to manufacturers of war materials that to refuse to hire job applicants solely because they are aliens is "contrary to the policy of the federal government." The Employment Service has received reports from many industrial communities indicating that aliens are being turned away from employment of all types in increasing numbers, despite the need for full utilization of the nation's manpower. "The only restriction on the hiring of aliens," according to a statement by Paul V. McNutt, federal security administrator, "is in the case of secret, confidential, or restricted government contracts and in the case of contracts for aircraft parts or accessories. And even in such cases, noncitizens may be hired if permission is obtained from the War or Navy Department, whichever is concerned." Such permission, he added, has been granted in thousands of cases. . . . The Federal Advisory Council for Employment Security, made up of forty-five representatives of business, labor, and the public, issued a recent statement, declaring: "Aliens should not be discharged, because they are aliens, from any employment in which they are legally engaged. Such a discharge should be solely on the basis of an established presumption of disloyalty on the part of the individual."

Workers' Cars—Some indication of the problem confronting wage earners and their employers as a result of tire rationing and curtailment of car purchases is indicated by a recent study of wage earners' pre-defense use of cars, made by the Automobile Manufacturers Association (New Center Building, Detroit, Mich.) as a supplement to their "Factual Survey of Automobile Usage." The study is based on analysis of 12,709 records of individual car use by wage earners in Georgia, Indiana, Nebraska, Michigan, Oregon, and Connecticut. These records show that two thirds of the car-owning workers sampled used their cars regularly to go to work; that the average daily round-trip by workers to their jobs was 8.8 miles; that one third of the group's cars (36 percent) were less than three years old, while 32 percent were three to six years old, and 32 percent had been in service seven years or longer. The total annual average mileage of wage earners' cars was found

By Any Name

SAYS THE UNIVERSITY OF MINNESOTA PRESS, mournfully: It's the best seller in twenty-eight cities but we've had orders for it as:

Life of Mayo, The Brothers Mayo, The Mayo Brothers, The Doctors Mail, The Ma Doctors, Mayo Doctors, The Mayos, The Doctors Mayo.

As for the author, she emerges from the orders as:

Clopesath, Clapesaute, Clapsattle, Sapesattk, Chapesattle, Clspesattle, Claperattle, Clapessattle, Chapnattley, Clapsatte, Clapesatte, Claptrattle, Clappesattle, Clappsattle, Clappersattle, Clapssattlt, Chopesattle, Clapsaddle, Claysesattle, Clutesattle, Clopessette, Clapesaale, Clapesattel, Cleapsattle, Clafe, Clapsatt, Sapesattle, Clapesatte, Clapsttle, Clapesattle.

P. S. The book is "The Doctors Mayo"; the author, Helen Clapesattle.

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to be slightly below the national average for all cars—7,657 miles as against 8,139. Almost exactly half the mileage of workers' cars was for these purposes: work, business trips, shopping, taking children to school, going to church. The rest of the driving was purely recreational. Farmers' cars, and non-farm rural cars were found to drive a much higher percentage of "necessity mileage" than the cars of industrial wage earners.

War and Education

"NO relaxation of educational standards" was the position taken by the New York State Association of Colleges and Universities, called into special session in late January. The sixty presidents and deans who met to consider emergency problems, formally voted that, during the war, present requirements of 120 semester hours for graduation should stand; that all colleges and universities should maintain traditional admission standards; that credit for military service or war work be limited to ten semester hours; that the State Scholarship Law be amended to make special provision for scholarship holders who, under the war "speed up," complete their course in three years.

Post-War Plan—A law student at the University of Iowa has originated a plan for financial aid to students who return to the campus after the war. The plan provides for gifts of not more than $200 to each returning student in need of assistance. The gifts are to come from a fund raised through a voluntary contribution of 10 cents a week from each student still on the campus. About $10,000 will be raised in this way, this semester, at the University of Iowa. The money will be administered by the university's Committee on Student Aid, audited by the university treasurer's office, and invested in Defense Bonds. Requirements for the $200 gifts to returning students include at least six months' service in the armed forces of this country, attendance at the University of Iowa from October 15, 1940 to the time of induction or enlistment, and maintenance of graduating grades during that period.

Chicago Degree—President Robert M. Hutchins of the University of Chicago has announced that the university will award a bachelor's degree after two instead of four years of study at the college level. President Hutchins said that the new plan is not a war measure, although it permits young men to secure a college degree before entering the armed services. Expressing the hope that all junior colleges will award a bachelor's degree at the end of their courses, he stated his belief that "general education can be completed by the end of the sophomore year in college. Students who have neither the interest nor the ability which specialization requires should not be allowed to proceed beyond this point."

Defense Training—A summary of the first seventeen months of the defense training program (to December 1) recently made public by John W. Studebaker, U. S. Commissioner of Education, shows that 1,776,000 individuals have completed training, or were in training on that date, in five types of courses: preemployment and refresher; courses supplementary to employment; courses for out-of-school youth; courses for NYA enrollees; engineering, science, and management courses. Of the $183,622,000 appropriated by Congress for defense training to June 30, 1942, about $147,000,000 is being used to pay salaries of additional teachers hired to teach defense trainees, and for "costs of operation due to defense training which run above the regular costs of maintaining vocational schools and shops."

Race Relations

AS a feature of Negro History Week in mid-February the New York Public Library announced the names of eighteen persons or agencies as the Honor Roll of Race Relations of 1941. The list was compiled after a nationwide poll conducted by the library's Schomburg Collection of Negro Literature. Twelve names were of Negroes, persons or agencies who had distinguished themselves notably during the year; six of white persons "who have done the most for the improvement of race relations in terms of real democracy." The honor roll of Negroes included:

Joe Louis, for ability, sportsmanship, generosity, and patriotism.

A. Clayton Powell, Jr., the first Negro elected to the New York City Council.

Dean Dixon, the first Negro to conduct the NBC Symphony Orchestra and the Philharmonic Symphony Orchestra of New York.

A. Philip Randolph, president of the Brotherhood of Sleeping Car Porters, who organized the "March to Washington" campaign for equality of job opportunities for Negroes in defense industry.

Dr. E. E. Just, of Howard University, whose death on October 27, 1941 brought to a close the career of a distinguished biologist.

Ollie Stewart, of the *Afro-American* newspaper of Baltimore, Md., for his articles which revealed the conditions of life for the Negro soldier in the army training camps.

Dr. Ambrose Caliver, of the U. S. Office of Education, for conceiving and supervising the series of radio programs "Freedom's People."

The National Association for the Advancement of Colored People, for leading the general fight for Negro civic rights, and for winning notable court victories in the equalization of Negro teachers' salaries in the public school systems of the southern states.

Dr. Charles S. Johnson, of the Department of Social Science of Fisk University, for his books and scientific papers.

"Wings Over Jordan," the choral and educational broadcasts, under the direction of Rev. Glenn T. Settle.

Richard Wright, for his book *"12 Million Black Voices,"* his Broadway play *"Native Son,"* and his song (in collaboration with Paul Robeson and Count Basie) *"King Joe."*

The Unnamed Negro Messman of the U. S. S. Arizona, who, during the Japanese attack on Pearl Harbor, manned an anti-aircraft gun and fought the enemy until his ammunition ran out.

The honor roll of the whites included:

PM, New York newspaper, for conspicuously fair treatment of the Negro in its news, editorials, and pictures.

Eleanor Roosevelt, who repeatedly used the weight of her position to speak and work for social justice for all Americans, Negroes included.

Mark F. Ethridge, of Louisville, who, as chairman of the President's Committee on Fair Employment Practice, has proved again that a "southern gentleman" can make an "all-out" fight for job opportunities for Americans, irrespective of creed, color, or national origin.

Pearl S. Buck, for her service to the National Urban League, and for her contribution to *The New York Times* on the Harlem crime news stories.

Carl Van Vechten, for his encouragement to young Negro writers, and for establishing at Yale University the James Weldon Johnson collection of Negro literature.

The Julius Rosenwald Fund, under the direction of Edwin R. Embree, author of "Brown America," for aid to education in Georgia.

Against Crime

FIRST among thirteen recommendations presented last month by the Prison Association of New York in its ninety-seventh annual report to the state legislature was a plea for the fuller use of prison labor for war needs. Pointing out that certain restrictive laws now handicap this proposal, the report urged the immediate passage of emergency amendments so that "every available unit of manpower [may] be put to work." In commenting on this recommendation, the association held that it contained no sug-

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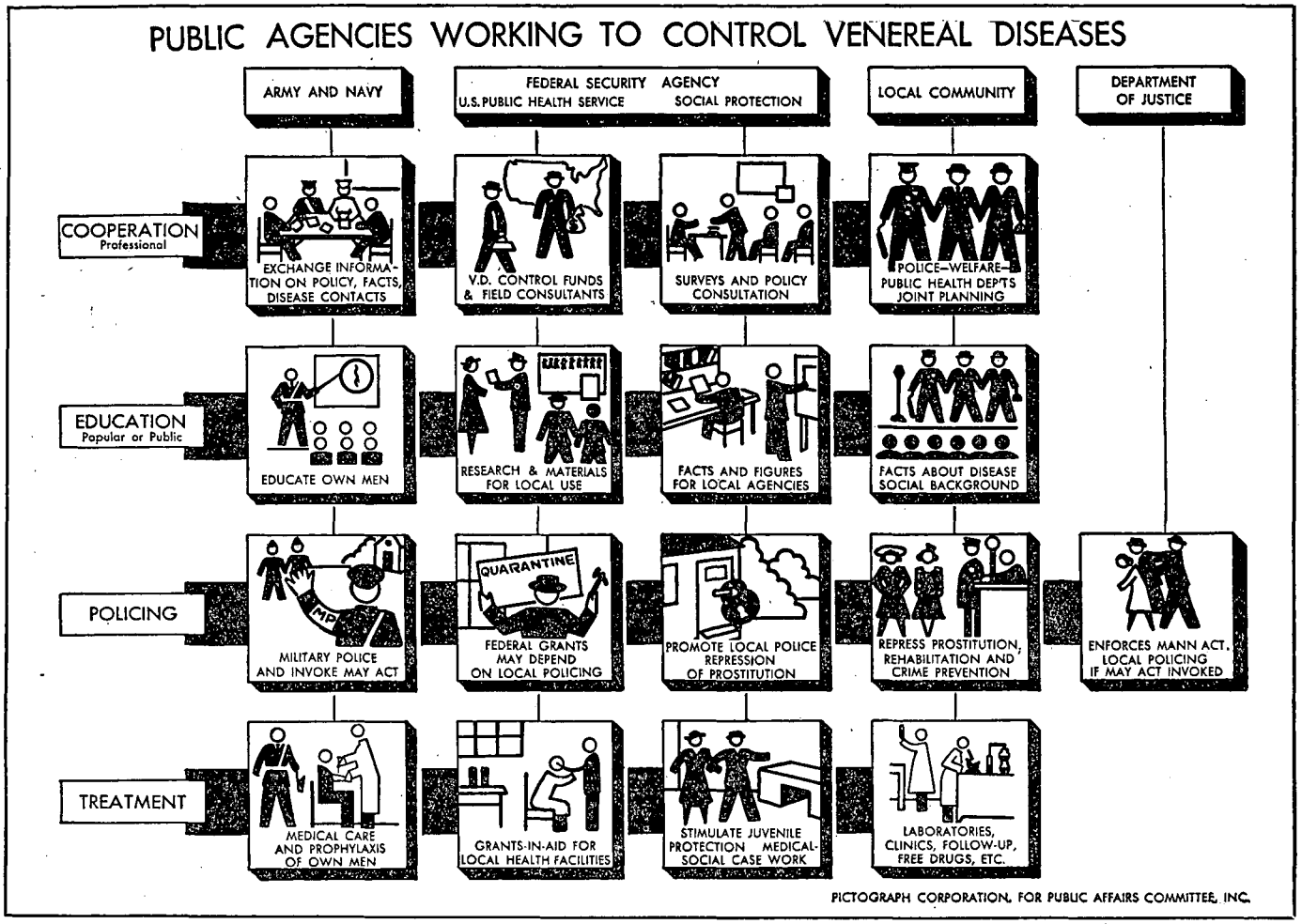
PUBLIC AGENCIES WORKING TO CONTROL VENEREAL DISEASES
ARMY AND NAVY
FEDERAL SECURITY AGENCY
U.S. PUBLIC HEALTH SERVICE
SOCIAL PROTECTION
LOCAL COMMUNITY
DEPARTMENT OF JUSTICE
COOPERATION
Professional
EXCHANGE INFORMATION ON POLICY, FACTS, DISEASE CONTACTS
V.D. CONTROL FUNDS & FIELD CONSULTANTS
SURVEYS AND POLICY CONSULTATION
POLICE—WELFARE—PUBLIC HEALTH DEPTS JOINT PLANNING
EDUCATION
Popular or Public
EDUCATE OWN MEN
RESEARCH & MATERIALS FOR LOCAL USE
FACTS AND FIGURES FOR LOCAL AGENCIES
FACTS ABOUT DISEASE SOCIAL BACKGROUND
POLICING
MP
MILITARY POLICE AND INVOKE MAY ACT
QUARANTINE
FEDERAL GRANTS MAY DEPEND ON LOCAL POLICING
PROMOTE LOCAL POLICE REPRESSION OF PROSTITUTION
REPRESS PROSTITUTION, REHABILITATION AND CRIME PREVENTION
ENFORCES MANN ACT. LOCAL POLICING IF MAY ACT INVOKED
TREATMENT
MEDICAL CARE AND PROPHYLAXIS OF OWN MEN
GRANTS-IN-AID FOR LOCAL HEALTH FACILITIES
STIMULATE JUVENILE PROTECTION MEDICAL-SOCIAL CASE WORK
LABORATORIES, CLINICS, FOLLOW-UP, FREE DRUGS, ETC.
PICTOGRAPH CORPORATION, FOR PUBLIC AFFAIRS COMMITTEE, INC.

The various means available to reduce venereal disease are graphically portrayed in "Prostitution and the War," by Philip S. Broughton, Public Affairs Pamphlet, No. 65, price 10 cents from the Public Affairs Committee, 30 Rockefeller Plaza, New York. The author, however, makes it clear that all these activities can be only relatively successful unless backed by an intensive effort to maintain morale. "It [prostitution and, inferentially, venereal disease] is a story of lonely men. A story of commercially exploited women and girls. A story of men and women who need places to play, normal family and community contacts, jobs and training for jobs. A story of communities in which health, welfare, and recreational facilities have broken down. A story of poverty and lack of economic opportunity."

gestion to make prison labor available for private gain but was for government needs only.

Other recommendations put forth by the association called for consolidation of probation services in New York City; consolidation of New York City's Court of General Sessions and its four county courts into the Supreme Court of the State of New York; definite action regarding the various proposals, such as the Youth Correction Authority of the American Law Institute, to improve methods of treatment of young offenders; full restoration of psychiatric and other professional services deleted from the institutions of the State Department of Corrections in 1939 and only partially restored in 1941.

Pointing out that "a system of institutions does not serve its purpose at all unless particular care and attention are placed on the types of offenders committed," the association urged, as it has for many years, that a comprehensive classification program be devised and funds be made available for a director of classification, responsible to the commissioner of correction, to give guidance and stimulation to the program. In line with this recommendation were two asking that commitments to Elmira Reformatory and the New York State Vocational Institution be put into the hands of the State Department of Correction rather than of the courts.

The report also recommended that jurisdiction of the State Civil Service Commission be extended to include employes of county penitentiaries; that finger printing be extended to persons arrested on minor charges; that a date be set for the termination of the use of Sing Sing cells built in 1825; that a system of compensation for prisoners injured while employed in the institutions be installed; that the Department of Correction or the Division of Parole be allowed to make regulations regarding the minimum sentence to be served by persons transferred from a state prison to Elmira Reformatory.

The association prefaced the report with a statement explaining that its recommendations had been "held to a minimum in view of war conditions." Some of its "customary recommendations" which it maintained could "await a peacetime legislature" include the extension of the Division of Parole's authority; the establishment of experimental units for the treatment of tramps, vagrants, and chronic alcoholics; the provision of funds for the use of prison labor on highways; the mandatory appointment of matrons in county jails and penitentiaries; the transfer of administrative control of county penitentiaries to the State Department of Correction.

Military Service—A new ruling giving men on parole a chance to serve their country has been announced by the New York State Selective Service Headquarters. Under the regulation, registrants who have been placed in Class IV-F because they were on parole may be reclassified to Class I-A, provided a sus-

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pension of parole is granted by the State Division of Parole. A man on probation, however, in order to be inducted must obtain a court order discharging him from probation or suspending the probation for the period he is in military service. Men under indictment must be classified in IV-F unless the court is willing to relinquish its jurisdiction during the man's period of military service.

At Last—The punishment diet of bread and water was abolished last January at the New York State Prison at Harts Island when the State Commission of Correction announced that henceforth unruly prisoners would receive the same food as the regular inmates. At the same time it was announced that segregated prisoners would also be given ample bedclothing.

In Case of Bombs— Federal officials, say reports from Washington, have been considering changes in policy for the United States Penitentiary at Alcatraz Island necessitated by the possibility of air raids in the San Francisco Bay area. The twelve-acre rock, a mile and a half off shore, is fully exposed to air attack, but the Federal Bureau of Prisons wishes to avoid the construction expense involved in fortifying the island or building shelters. Authorities believe that blackouts on the island would be extremely dangerous and that the present type of inmate could not easily be removed during an attack. . . . The New York City Department of Correction is conducting an in-service training course on problems of correctional institutions during air attacks. Besides including employes of the city institutions, the courses are attended by members of the staff of New York State's Sing Sing prison. Sing Sing, situated near many military objectives, is considered to be in greater danger than any of the other state institutions. Emergency courses are also being given by the State Department of Correction with emphasis on maintenance of supplies, gas, water, electricity, heating, emergency housing, fire fighting. . . . The American Prison Association is compiling a detailed statement of information helpful in preparing prisons for air raids. The material is being collected from the U. S. Army, the Office of Civilian Defense, and official British sources.

Louder!

"You, too, have sat through a lot of meetings," plaintively observes Louis Towley of St. Paul, "including some not wired for sound. So I pass on these lines, transcribed from the back of a program."

Conference Gripe

Low and soft, the voice of the speaker
Slowly became sweeter and weaker,
Till even the chairman bent an ear
In awkward effort the better to hear.
In front the audience, torpid, bored,
Drowned the voice: it slept, it snored.

Any similarity to any person living or dead is purely coincidental.

Economy—Last January, on the eleventh anniversary of its first issue, *Correction,* monthly periodical of the New York State Department of Correction, suspended publication. The suspension, in the interest of economy, will remain in force for the duration of the war.

Adolescents—As a boost toward pushing the proposed bill for a citywide adolescents' court for New York City through the state legislature, the recently revamped Society for the Prevention of Crime has issued a pamphlet "Probation and Psychiatric Care for Adolescent Offenders," by Paul Blanshard and Edwin J. Lukas. The pamphlet analyzes the probation and psychiatric services in the Brooklyn Adolescent Court, the Queens Adolescent Court, the Court of General Sessions (Manhattan), and the Manhattan section of the Court of Special Sessions; presents a program for their improvement; recommends the establishment of a citywide adolescents' court containing a psychiatric clinic to function in close affiliation with the probation department. It is the second in a series of studies of the care of adolescent offenders. The first, "The Adolescents' Court Problem," which appeared last fall, analyzed the legal procedure in the same four courts. Price 15 cents each from the society, 18 East 48 Street, New York.

In Print—The Proceedings of the Fourth Annual Meeting of the Association of Juvenile Court Judges of America are now available in mimeographed form from the association, 506 Wellman Building, Jamestown, N. Y., price $1. Besides the reports of officers and committees, the volume includes seven papers: "Handicaps That Beset the Judge," by Harry S. Waldman, judge of the Juvenile Court, Elizabeth, N. J.; "What a State Judges' Organization Can Do," by John H. Lamneck, judge of Probate and Juvenile Court, New Philadelphia, Ohio; "The Importance of Maintaining Standards," by John F. Perkins, judge of the Juvenile Court, Boston; "Who's to Blame?" by Dr. William A. Healy, director, Judge Baker Guidance Center, Boston; "Confessions of a Very Juvenile Judge," by Paul W. Alexander, judge of the Juvenile and Domestic Relations Court, Toledo, Ohio; "Enforcement of School Attendance Laws—Whose Job?" by H. Hamilton Hackney, judge of the Juvenile Court, Baltimore City, Md. . . . Although the juvenile division of the Probate Court of Shoshone County, Idaho, has been functioning under the state Juvenile Court Act since 1905, its first annual report, covering the year 1941, has just been released. The report describes the procedures of the court in juvenile cases, the work of the probation officer, and the type of case that comes before the court. Since statistical records for other years were not available, comparisons and trends could not be given. The conclusion points up three needs: a detention home for children awaiting the disposition of their cases; a revolving fund to provide clothing, food and shelter for needy children who come to court; a lay advisory board to discuss problems of policy and to interpret the division's work to the community.

Community Affairs

UNIQUE in the history of social work was the conference of social workers and officials of union welfare departments held in New York City last month. Sponsored by the Greater New York Fund, which has been bending every effort to acquaint unions with the aims and purposes of public and private social agencies, the conference resulted in the election of a permanent trade union welfare coordinating committee of fourteen members. The committee's job is to promote welfare work in the trade unions of New York and to relate the activities of the unions' welfare departments to the work of the social agencies of the community. The conference registration of 140 included 52 representatives of AFL unions, 51 of CIO unions, 7 of the Brotherhood of Railroad Trainmen, 30 of social agencies. In addition to remarks by the chairman, Douglas P. Falconer, and by the featured luncheon speakers, conference delegates listened to five prepared papers followed by discussion from the floor. Subjects of the papers were: "The Organization of a Union Welfare Department," by Edward Horn, director of relief of Local 802 of the Musicians Union; "Union Welfare Work," by Jack Yekelchik, welfare director of Local 2 of the Plumbers Union; "Use of Services of Public and Private Agencies for Union Members," by Lawrence DeBartell, welfare director of Local 89 of the Chefs, Cooks and Assistants Union; "Health Protection in the Union," by Pauline M. Newman, education director of the Union Health Center of the International Ladies Garment Workers Union; "Union Welfare Work and Our War Effort," by Catherine V. Farran, welfare director of District 4, United Electrical, Radio and Machine Workers. Mimeographed proceedings are available from the Greater New York Fund, 52 Wall Street.

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Planning— That the steady march toward community planning and organization in the social welfare field continues even in these hectic times is indicated by the news from two Virginia communities, Norfolk and Petersburg. Norfolk City recently joined the ranks of cities having a Council of Social Agencies whose purpose is "to bring together for better understanding of the work, needs and limitations of each other, the various public and private social welfare, health, educational, recreational, character-forming and charitable agencies supported in whole or in part by taxes or voluntary contributions, in order to promote more effective and helpful cooperation among these agencies." Secretary of the organization is Richard P. Miller, also executive secretary of the Norfolk Community Chest. Petersburg recently completed the first fund-raising campaign of its new Community Chest. The goal was $40,955.

Unmarried Parents— First five-year report of the Referral Center, Detroit's unique experiment in integrated service for unmarried mothers, has recently been issued by the Council of Social Agencies of metropolitan Detroit. Established just five years ago on the advice of the Committee on Unmarried Parenthood of the council with the financial aid of the Detroit Community Fund, the center has received all cases of illegitimacy in Wayne County regardless of age, race, or religion. The center's activities have been fourfold: routing unmarried mothers to the proper agencies for confinement care and social case work; studying the illegitimacy problem in the county in relation to size, factors involved, and plans for confinement and aftercare; accumulating information regarding the facilities available for the care and treatment of the unmarried mother; acquainting the community with the resources available for the care of the unmarried mother. One of the most significant findings of the center's five-year study is the crying need for increased facilities for the care of Negro unmarried mothers who comprise 30 percent of the illegitimacy cases in the city.

Neighborhood Drive—How all the resources in a community can be mobilized for a permanent health education program has been demonstrated in New York's Lower East Side by the Mothers' Health Organization, a new association which has as its backbone the mothers of the community. Seeds of the association were planted last spring by a district health officer of the city Department of Health who invited representatives of several community agencies in the area—settlement houses, churches, nurseries, and the like—to come together to promote a demonstration in community organization. Representatives of these agencies and others eventually joined together to form an executive committee and choose as chairman Dr. Frank A. Calderone of the Health Department. A medical advisory board and a nutrition advisory board were also appointed. As a centripetal force to pull the community together the federation chose one specific goal—nutrition education.

The next step was to recruit community leadership. This was done through enlisting natural leaders from among the clientele of the seventy participating agencies. Each agency chose ten "key mothers" who, in turn, interested ten other mothers in the program, so that eventually 7,700 mothers were the direct recipients of material on food habits, food buying, and meal planning, which they in turn passed on to their acquaintances. The organization also carried on its campaign through the schools and various publicity channels such as newspapers and magazines.

So successful was the campaign in bringing the people of the area together to work for one common goal that the federal government has offered the Mothers' Health Organization personnel and material to the value of about $12,000 to help stage a repeat performance for its demonstration value. Whether this can be done depends on the organization's ability to raise whatever cash is needed. If funds can be found, the Mothers' Health Organization hopes to remain set up on a permanent basis functioning two or three times a year as a force in health education by stimulating to specific activity the groups built around key mothers.

Fee Service—Last month the Jewish Social Service Association of New York opened a Consultation Service for people of moderate means. The center, which will be run on a non-profit, fee-for-service basis, will offer case work services to middle income persons who are troubled by family or psychological difficulties. Establishment of the center was preceded by months of planning and preparation in which social agencies, employers' associations, department stores, and trade unions were consulted as to the need of such a service. It is expected that a large proportion of the clients will be referred from these groups. Fees ranging from $1 to $3 per appointment will be adjusted to incomes.

Professional

AT the mid-winter meeting of the American Association of Schools of Social Work, the discussion was focused chiefly on matters concerned with curriculum, recruiting, and the impact of the war upon the schools, with particular attention to the work of the Committee on Curriculum, chairman, Charlotte Towle of the School of Social Administration, University of Chicago. The issues which seem to be emerging into general discussion among social work educators are: the relative weight of material in the curriculum on the setting of the social services—history, organization, policy, scientific background, and so on—as against material on techniques; the relative weight of class work as against field work; the claims of newer and less developed techniques—group work, community organization, administration, research — as against case work.

To Serve Abroad—The American Red Cross is recruiting social work personnel to serve with the American armed forces outside of the continental United States. Six units, or "flying squadrons," have already been formed and eight are in process of organization. The staff of each unit consists of a field director with one or more assistants, a medical social worker, a recreation worker (woman) for convalescents, and a recreation worker (man) for able-bodied soldiers. Main task of the unit is to act as a liaison between soldiers and their homes, handling personal problems through local Red Cross chapters. Similar groups are already attached to the forces stationed in Iceland, Alaska, Newfoundland, Trinidad, Canal Zone, Puerto Rico, Bermuda, Hawaii, the Philippines. Physical fitness and professional training are being stressed in recruiting personnel for this service. Persons with heavy domestic responsibility are not being encouraged to volunteer.

Wanted—The U. S. Government is seeking additional high grade personnel in the field of social welfare, according to an announcement from the U. S. Civil Service Commission. Social workers are being urged to watch for new examinations and to apply when they are announced. Those who have not registered with the National Roster of Scientific and Specialized Personnel are asked to do so at once. Although registration on the National Roster does not constitute an application for civil service examination nor guarantee an appointment, names of registrants are now being suggested to appointing officers whenever there are no available eligibles on civil service lists. Persons who have not already received a questionnaire from the National Roster may obtain one by writing to the National Roster of Scientific and Specialized Personnel, Washington, D. C., and specifying their particular interest and experience. The gov-

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ernment is eager to find men and women of "responsible and varied experience . . . to fill leadership positions in administrative posts, in broad community planning and organization programs, and important positions in other specialized fields."

What to Do—A list of ways in which the social worker can be of voluntary service to the nation in the present war emergency has been compiled by the National Social Work Club Committee and sent to 1,000 leading social workers throughout the country. First duty of social workers in the present war emergency, according to the committee, is to organize themselves into closely knit, geographically based groups through which they can serve their local and state defense councils. Through these groups they can outline for the councils the functions social workers are equipped to perform and their plans for participation in the war effort; assist in the coordination of all social agencies and volunteer lay groups; assist in the establishment of bureaus through which defense workers can get information on housing, rents, recreational facilities, nutrition, and other needs; participate in plans for the care of missing relatives, war orphans, evacuations, racial problems; cooperate in forming defense council welfare committees; encourage general participation in the war effort; establish public forums; participate in training lay groups for social service activities. Said MacEnnis Moore, president of the committee, in commenting on these responsibilities: "Adopting and adapting these tasks in any community will of course depend upon many factors—the personnel of your defense councils, the past relationships between laymen and social workers, the role of various groups such as the State Conferences of Social Work and Councils of Social Agencies. However, we do believe there is a place for each one of us in serving our country."

Volunteers—Twenty social workers on the staff of the Associated Charities in Cleveland have given up their evenings to work with the local draft boards on a volunteer basis. Under the project, launched before the war by the Welfare Federation and now a part of the work of the local Civilian Defense Commitee, the social workers are making family investigations of those draftees who have claimed exemption because of dependents.

Handbook—A clearly stated outline of the functions of the personnel bureau of the national board of the YWCA is available in a new pamphlet, "A Handbook of Personnel Policy," by Olive H. Walser, price 35 cents from the Women's Press, 600 Lexington Avenue, New York. The booklet describes the bureau's methods of discovering and selecting candidates for positions in local associations, its advisory and information service, its provision for training. Says the preface: "This description . . . it is hoped, will afford a basis of understanding for the continued work of associations and bureau in these swiftly moving days—days which may call for new adaptations of policy to meet new needs. It is understood that neither policies nor processes are in themselves regarded as sacred or unchangeable, but they have value only as long as they work."

Publicity Workers—In response to demands by non-commercial publicity people throughout the country for their own professional organization, the Social Work Publicity Council has established a new professional membership classification exclusively for publicity and public relation specialists. To be eligible for professional membership in the council a person must be engaged in "full time paid publicity, public relations or informational activity for a social work, social security, public assistance, health or non-commercial agency" or in public relations research or teaching. Other requirements include a college degree, a minimum of five years practical public relations experience, although additional years of experience may be substituted for the degree. The new classification was established after a year's study by a special committee of the SWPC. The customary individual and agency memberships will be continued. For applications address the council, 130 East 22 Street, New York.

New Name—Following the new trend in state conference names the Nebraska Conference for Social Work has rechristened itself the Nebraska Welfare Association. Its executive secretary is Fred C. Williams.

People and Things

EASTER seals for the support of crippled children go on sale the tenth of this month under the sponsorship of the National Society for Crippled Children and its affiliated state and local organizations. Funds raised through the sale of seals will be used in the fight to prevent childhood deformities through early discovery of crippling conditions as well as for the promotion of treatment facilities and other services necessary for the care of crippled children. The seals will be on sale through April 5.

Changes—Eugene T. Lies, who retired from the staff of the National Recreation Association over a year ago, is at present serving as executive secretary of the newly-formed Occupational Planning Committee of Greater Cleveland, an organization concerned with the problem of youth vocational adjustment. Mr. Lies has also been preparing the manuscript of a book, "You Can Make Democracy Work," soon to be published by the Association Press. . . . Dr. Bernard Glueck, who in 1921, under the auspices of the Commonwealth Fund, organized the first Bureau of Child Guidance in New York City, has been appointed director of the Family Guidance and Consultation Service of the Child Study Association of America. . . . Last month Leo Lyons took up duties as executive director of St. Luke's Hospital, Chicago, after resigning his position as commissioner of the Chicago Relief Administration. . . . New executive secretary of the Texas Social Welfare Association is Aaron S. Resnick, until recently identified with social work in California. He is the brother of Reuben Resnick, who several years ago transplanted himself from California to Dallas, Tex., to become executive of the Jewish Federation for Social Service. . . . One social worker to turn her back on Texas is Helen Doyle, formerly executive secretary of the Girls Club of San Antonio and professor at Our Lady of the Lake College, who last month went to Kansas City, Mo., to become training supervisor at the Provident Family and Child Welfare Service Association. . . . The Los Angeles Family Welfare Association has a new executive secretary in Mrs. Blythe Francis, formerly general secretary of the Family Society, Rochester, N. Y. . . . From St. Louis to Pittsburgh goes Bertram J. Black to become director of the bureau of research of the Federation of Social Agencies of Pittsburgh and Allegheny County. Mr. Black was formerly assistant to the director of the St. Louis City Social Security Commission. . . . Isaac Seligson has resigned from the staff of the New York City Department of Welfare to become associated with the Council of Jewish Federations and Welfare Funds.

Educators—The Institute of Public and Social Administration of the University of Michigan counts itself fortunate just now in having Bertha C. Reynolds as visiting professor in social work, substituting for the semester for Eleanor Goltz Cranefield who is on part time leave. Miss Reynolds is giving beginning and advanced courses in case work and a

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BERNARD ROLOFF

The news of Mr. Roloff's new job, announced in *Survey Midmonthly* in February, got ahead of his picture, a timing which he would be the first to condemn as poor publicity technique. And he should know, because he is the son of B. C. Roloff, secretary of the Illinois Social Hygiene Association, which makes him a second generation man in social work publicity.

"Bernie" Roloff was at one time extension secretary of the Chicago Travelers Aid Society. Latterly he has been director of Public Information of the Illinois Children's Home and Aid Society from which he has been drafted by the Illinois Welfare Association to help steer it through reorganization. He is rated one of the stars of the Chicago Social Work Publicity Council and has given special courses and institutes at various colleges and state conferences.

special course for supervisors. . . . Leah Feder, who has resigned from the faculty of Washington University, St. Louis, is at present acting as visiting instructor in case work at the Boston University School of Social Work giving courses both in Boston and in Hartford, Conn. Miss Feder is also serving as supervisor of volunteer training courses for the health and social service division of the Massachusetts Committee for Public Safety.

Defense Jobs—New recruits at the Washington front are Dexter M. Keezer, president of Reed College, Portland, Ore., and George C. S. Benson, professor of public administration at Northwestern University. Mr. Keezer has been named assistant administrator of the Office of Price Administration in charge of the consumer division, formerly headed by Harriet Elliott. Mr. Benson also is named an assistant director of OPA in charge of field coordination. . . . Margaret D. Yates of Ft. Worth, Tex., has taken a six months leave from her duties as executive of the Council of Social Agencies to serve on the field staff of the Office of Civilian Defense.

Defense Bonds—Staff members of New York City's Department of Welfare have pledged themselves to buy over $325,000 worth of defense stamps and bonds during the year 1942. This tops by $75,000 the $250,000 goal set on January 16 when the defense bond campaign was begun within the department.

In Canada—The Canadian Welfare Council has summoned George Davidson from the west coast to succeed Charlotte Whitton as its executive director. Mr. Davidson, who has many friends among American social workers, comes from the post of director of social welfare of the province of British Columbia. During the movement of overseas children to Canada in 1940-41 he was loaned to the Dominion Government to supervise their reception and placement.

With the Red Cross—The newly formed American Red Cross national committee on camp and hospital service consists of twelve representative women from various parts of the country, headed by Mrs. Archibald MacLeish of Washington. It will promote the organization of some seventy-eight councils at army and navy posts and hospitals to stimulate communities and Red Cross chapters in meeting the needs of the service men, particularly those in hospitals. More than half the councils already are in operation. . . . Six additional Red Cross staff members arrived in Hawaii last month to augment the Red Cross forces already at work on the islands. They are Allen C. Wilson, of Saratoga Springs, N. Y., assistant field director; George C. Myers, Baltimore, Md., accountant, Hawaii chapter; Evadne Lapstad, Kansas City, Ruth Unkles, Philadelphia, Eva Hagan, Nashville, Tenn., Eleanor O. Chopard, Colorado Springs, Colo., all medical social workers. . . . Lena R. Waters has left the University of Pennsylvania Hospital, where she was director of social service, to go to the National Red Cross as assistant to the director of military and naval welfare service. . . . Ruth Sittler, formerly of the Pennsylvania Department of Public Assistance, has become the ARC's special field representative for home service for Maine, Vermont and New Hampshire. . . . New executive secretary of the Westchester, N. Y., chapter of the American Red Cross is Marion C. Adams of Washington. She succeeds Roberta Fulton, resigned. . . . The annual national convention of the American Red Cross, announced for April 27-30 in Philadelphia, has been cancelled.

Volunteers Needed—Camp Fire Girls, Inc., has issued a call for volunteers to help carry out its Service for Victory program. The new program outlined by the national organization as a guide for local groups, suggests specific activities through which young girls can be made to feel a part of the national victory effort. One difficulty the organization faces in putting the program into effect is the scarcity of volunteer leaders, occasioned by the lure of "war work" and defense jobs.

New Committee—Dr. Charles J. Kaufman, medical director of the National Jewish Hospital at Denver, recently visited New York to address the newly formed advisory social service committee, which consists of thirty-three professional representatives of New York social agencies, headed by Natalie R. Davies, New York director of social work for the National Jewish Hospital.

This was the first meeting of the group, and the discussion, led by Dr. Kaufman, was largely concentrated on psychogenic factors relating to tuberculosis, and methods employed at the hospital in Denver for dealing with them. Dr. Kaufman predicted that "the time will come, we hope, when the general practitioner, the family physician, will be so equipped in the treatment of his patients that he can bring into play the techniques now used by the psychiatric social worker."

SIGRID WIJNBLADH ELIOT, IN JANUARY, in Winnetka, Ill., where she and her husband, Prof. Thomas D. Eliot of Northwestern University, long had had their home. Mrs. Eliot had a distinguished career in social and personnel work including responsible positions in the U. S. Employment Service, the Red Cross, the Illinois Emergency Relief Commission, and the Illinois WPA. From 1938 to 1941 she was the chief coordinating examiner for the Chicago Park District Civil Service Commission. Prior to the memorial service in Winnetka, held according to the custom of the Society of Friends, Mrs. Eliot's family suggested that any friends moved to give memorial tokens of affection might send them to the American Friends Service Committee, in care of Clyde Allee, 5587 University Avenue, Chicago. The family has requested that anyone having letters from Mrs. Eliot lend them for copying to Professor Eliot, 768 Foxdale Avenue, Winnetka.

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THE PAMPHLET SHELF

War and Peace

THE FUTURE OF PEACE, by H. M. Kallen. Public Policy Pamphlet No. 34. 39 pp. Price 25 cents from the University of Chicago Press.

In his foreword Harry D. Gideonse, editor of the Public Policy series, says: "This is a call to reexamine basic philosophies and to clarify the frame of reference in which the details of the kind of peace we want will find their proper place."

IS CIVILIZATION AT STAKE? by Ralph Albertson. 47 pp. Price 25 cents from The Universalist Publishing House, Boston, Mass.

Yes; not only in its material manifestations but more essentially in "the dignity of the individual, the supremacy of law and the freedom of the mind."

CAN WE STOP A POST-WAR DEPRESSION NOW? 47 pp. Price 25 cents from the American Association for Social Security, 22 East 17 Street, New York.

A statement framed by "sixty-eight of the nation's leading experts and students of the problem" pointing to a comprehensive program of social security as indispensable to wartime and post-war economy.

SOURCES OF THE QUAKER PEACE TESTIMONY, by Howard H. Brinton. 46 pp. Price 25 cents from Pendle Hill, Wallingford, Pa.

A store of quotations from the early Friends, with the author's interpretation of Quaker thought.

JEWISH EMANCIPATION. 54 pp. Price 20 cents from the American Jewish Committee, 386 Fourth Avenue, New York.

Significant documents, selected by Dr. Raphael Mahler, distinguished European scholar, as marking the course of the past 150 years of Jewish history. The first in a series, "Jews and the Post-War World," edited by Abraham G. Duker for the Research Institute of Peace and Post-War Problems of the American Jewish Committee.

THE BRITISH LABOR EXCHANGE: Keystone of Man Power Supply for the War Effort, by Eric Biddle. 12 pp. Price 15 cents from the American Public Welfare Association, 1313 East 60 Street, Chicago.

Firsthand observations of wartime procedures that have been effective in Great Britain.

THE CHURCH AT WORK IN CAMP COMMUNITIES. Prepared by the Christian Commission for Camp and Defense Communities, 297 Fourth Avenue, New York. 24 pp. Price 10 cents. Less in quantity.

What churches near camps can do; how they can organize for the task; principles for successful programs.

Home Front

MONEY MANAGEMENT: Principles. Prepared and distributed by Household Finance Corporation, Chicago. 24 pp. Free.

Simple, common sense advice on how to start and carry through a plan to make family expenditures fit income.

HOW TO BUY LIFE INSURANCE, by Maxwell S. Stewart. Public Affairs Pamphlet No. 62. 32 pp. Price 10 cents from Public Affairs Committee, Inc., 30 Rockefeller Plaza, New York.

Simply presented information on various kinds of insurance, their respective advantages and their comparative costs.

HIDDEN HUNGERS IN A LAND OF PLENTY: Nutrition Projects for You and Your Group. Prepared by Margaret Despard West and others. Price 25 cents from the National Maternal and Child Health Council, 1710 Eye Street, N.W., Washington, D. C.

Eight separate pamphlets, packaged together, which constitute a simple handbook for setting going community activities in the field of nutrition. Various agencies and experts cooperated in the venture.

CHILDREN BEAR THE PROMISE OF A BETTER WORLD. Defense of Children Series. Prepared and distributed by the U. S. Children's Bureau, Washington, D. C.

A series of eleven brief arresting pamphlets, dealing with as many phases of child nurture and protection.

Record and Report

RECREATION IN A PERIOD OF SOCIAL CHANGE, by Philip L. Seman. Seventh annual report of the Chicago Recreation Commission. 40 pp.

A record of activities, old and new, with a salting of good sound recreational philosophy.

THE WORK OF OUR HANDS: Junior Hadassah. From national office, 1819 Broadway, New York.

The reports of foreign and domestic activities presented at the eighteenth annual convention of the Young Women's Zionist Organization of America.

NATIONAL RECREATION CONGRESS: Proceedings, 1941. 240 pp. Price $1 from National Recreation Association, 315 Fourth Avenue, New York.

The major addresses and summaries of the discussions which 'turned on the theme "The America We Defend."

NOTEBOOK, 1941. Proceedings of the twenty-ninth annual conference of the National Federation of Settlements, 147 Avenue B, New York. 48 pp. (mimeographed.)

Principal papers, summaries of round table discussions and division meetings, and reports of standing committees.

Social Hygiene

LAWS AGAINST PROSTITUTION AND THEIR USE, by George Gould. 12 pp. Price 10 cents, less in quantity.

A summary of state and federal legislation against prostitution, with complete text of the May act, which would "prohibit prostitution within such reasonable distance of military and/or naval establishments as the Secretaries of War and/or Navy shall determine to be needful to the efficiency, health and welfare of the Army and/or Navy."

SUMMARY OF STATE LEGISLATION REQUIRING PREMARITAL AND PRENATAL EXAMINATIONS FOR SYPHILIS. Revised to September, 1941. 32 pp. Price 25 cents.

The scope, requirements, penalties for violation, and other details of laws adopted in the last five years.

HEALTH EDUCATION IN RELATION TO VENEREAL DISEASE EDUCATION, by Maurice A. Bigelow. 32 pp. Price 25 cents.

SOCIAL HYGIENE AND YOUTH IN DEFENSE COMMUNITIES, by Maurice A. BIGELOW. 16 pp. Price 10 cents.

Report on cooperative studies by the U. S. Public Health Service and the American Social Hygiene Association.

AN APPROACH TO SEX EDUCATION IN SCHOOLS. 8 pp. Price 10 cents.

EDUCATION FOR HUMAN RELATIONS AND FAMILY LIFE IN THE SECONDARY SCHOOL LEVEL: A Tentative and Correlated Outline with Suggestions for a Briefer Program of Minimum Essentials. 32 pp. Price 25 cents.

First and second of a series of bulletins on "Education for Family Life" prepared by the education committee of the New Jersey Social Hygiene Association.

(All are available from the American Social Hygiene Association, 1790 Broadway, New York.)

Public Housing

GREENBELT, by O. Kline Fulmer. 46 pp. Price $1, from the American Council on Public Affairs, 2153 Florida Avenue, Washington, D. C.

A description and analysis of what Lewis Mumford calls "one of the very best achievements in housing and community planning that the country can show."

NEW YORK CITY HOUSING AUTHORITY: Eighth Annual Report, 1941. 31 pp. On request from the Authority, 122 East 42 Street, New York.

Developments during a year that brought the number of public housing units up to 13,180. Appended are important court decisions and legal opinions that affected the Authority's activities.

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Book Reviews

Public Welfare in Transition

FROM RELIEF TO SOCIAL SECURITY: The Development of the New Public Welfare Services and Their Administration, by Grace Abbott. University of Chicago Press. 388 pp. Price $2.50, postpaid by Survey Associates, Inc.

IN editing a series of papers written by her sister Grace, Edith Abbott has earned the gratitude of those interested in public welfare developments during the last decade. As the only social worker at the head of an important federal bureau when the financial collapse of 1929 brought misery and tragedy to so many millions of families, Grace Abbott presented various plans for mitigating some of the most serious social consequences of the depression.

As one reads these papers, it is clear how much she cared about what was happening to people. To those who knew her and admired her forceful leadership and clear vision, these papers must recall the many times they heard her speak forthrightly and vigorously. Those who had the privilege of working with her will feel particularly indebted to Edith Abbott for making these papers available.

The book is divided into two parts. Under the heading "Toward an Adequate Public Assistance Program," are grouped the addresses and papers that show the transition from the poor relief structure at the beginning of the decade through the depression years to the beginnings of the Social Security Act. In part two, under the heading "Some Administrative Problems of the Public Welfare Services," are brought together a number of papers delivered before conferences. One of these "Developing and Protecting Professional Standards in Public Welfare Work," was given in 1924 at the first meeting of the American Public Welfare Association, when Miss Abbott was president of the National Conference of Social Work.

As the book progresses, the reader receives a cumulative picture of the increasing burden carried by public agencies during the decade.

Marietta Stevenson
American Public Welfare Association

The National Diet

THE AMERICAN AND HIS FOOD, by Richard Osborn Cummings. University of Chicago Press. 291 pp. Price $2.50, postpaid by Survey Associates, Inc.

WRITTEN by a professor of history who believes that the food habits of the nation are "as worthy of record as many other social, economic, or political aspects of our history," this book, a revision of an earlier one, traces the changes in American food customs from 1789 to the present. Entirely new is a chapter on the program of the National Nutrition Conference with its mobilization of the forces of production, distribution, and education for the accomplishment of further change in the food habits of Americans. For those who missed the earlier edition this one offers the necessary background to full appreciation of the plans of the conference.

The author, by his own statement, has not attempted an exhaustive account of the development of the science of nutrition. Rather he has presented a well-rounded picture of the environmental, social, and technological forces that have shaped the national diet and that have called forth both the research in nutrition that has made it a science, and the interest of government in the planning and supervision of an adequate, safe food supply.

Beginning with the pork and corn diet of the frontier era, the history covers the changes wrought by shifts in population; by development of refrigeration, transportation, and methods of food preservation; by fluctuations in earning and purchasing power; by the struggle of private and government agencies in search of standards of adequacy. Even the appendix, by itself, offers a condensed history of the groping for nurture and knowledge.

Among the more stirring chapters of this story of the American food supply is the account of the impact made by the building of the railroads on the supply of perishable foods—milk, fruits, and vegetables. For example, in 1840 the milk supply of New York City came from cows stabled within the city limits and fed on distillery mash. With the construction of the Erie railroad the city's supply of milk was augmented by three million quarts in the year 1842-43, and by more than nine million quarts yearly within a short time. To be sure, reforms preventing adulteration and watering of the supply, and providing safeguards to its purity came later as government took over functions of protecting health.

Professor Cummings undoubtedly has won the esteem of nutritionists by his chapter, "An Indefinable Loss," in which he points to the great and tragic spread of the use of highly refined sugar and flour following the Civil War. It is to be hoped that the import of that change for the health of the country will not be lost on a single reader. By recording the changes in the American dietary over the last one hundred years, the author gives us hope of future changes in the interests of the improved health and strength of the nation.

Except for a description of the shift from the English to the French cuisine, after the signing of the French Alliance, Professor Cummings gives little attention to the effect of foreign influences on the melting-pot of American meals. But the other influences that have affected the quantity and quality of America's food in peace and war, prosperity and depression, are presented. Sources from which the author has drawn represent authorities in the fields of nutrition, public health, and social science.

The book should be of particular value as a reference for all interested in the welfare of the nation, and as a background on which to base evaluation and action in the programs of science, government, and industry growing out of the National Nutrition Conference.

Cornelia Dunphy
Community Service Society, New York

Rankian Principles

BASIC CONCEPTS IN SOCIAL CASE WORK, by Herbert H. Aptekar. University of North Carolina Press. 201 pp. Price $2.50, postpaid by Survey Associates, Inc.

THIS book is restricted to a discussion of certain concepts used in the practice of social case workers who derive their working principles from the teachings of Dr. Otto Rank. The present reviewer, with limited space at her disposal, has selected a few points which warrant considerable thought and further examination.

Despite Mr. Aptekar's definition of terms it is still difficult to understand all the concepts and the way in which they operate. One must question his statement that "The important thing in case work . . . is our understanding of human beings, not the words we use to present this understanding." Since words are our common medium of exchange, if I do not use words the same as another person, I do not mean the same as he does. And if we as case workers do not mean the same we neither understand nor perform in the same way. For example, all case workers use the word "function." To Mr. Aptekar it connotes services and policies; but the conventional meaning is the area of responsibility which an agency assumes in the community. Now, every social case worker is obliged to practice within the function of his agency and to follow the procedures as currently established. Also, we believe that a client has a right to know what services are available and under what conditions they are offered or withdrawn. This knowledge helps him make what little choice he has in accepting or refusing services and helps him clarify his problem.

Nevertheless, the way in which Mr. Aptekar illustrates the use of function services and policies and the way in which a non-Rankian uses them, seem to differ. In the former the emphasis

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seems to be on the client's struggle and final yielding; in the latter on the appropriateness of the service to the client's need.

If there were space, it would be interesting to trace the connection between the emphasis on struggle and the central position of the client-worker relationship; this is opposed to the central position of the client-and-his-problem in the non-Rankian practice. These differences seem to this reviewer connected also with the difference in the meaning and use of diagnosis. In Mr. Aptekar's book there is no discussion of a method of determining a problem, of fact-finding or verification. Nor do the illustrative cases indicate such method. The practice he illustrates is of course consistent with a non-genetic approach to problems, but to this reviewer it holds the grave danger of unwarranted assumption or too hasty judgment or the offering of inappropriate services.

From the standpoint of an educator, I would like to point out particularly the statements (on pages 7 and 8) which subordinate factual knowledge in social case work to the personality development of the worker. This is entirely different from the point of view that whatever personality changes occur in the worker are created incidentally by and because of the knowledge imparted in a program of professional education; and that in the organization of professional education, *transmitted and transmittable knowledge comes foremost.* Again, it is not inevitable that instruction in psychological theory and fact results in changes in the personalities of those instructed.

Mr. Aptekar writes in an easy, pleasing style which makes it possible to concentrate on the professional issues. They are issues demanding and warranting thoughtful consideration and frank discussion.

JEANETTE REGENSBURG
Tulane School of Social Work
New Orleans, La.

Firsthand Reporting

THE ADMINISTRATION OF FEDERAL WORK RELIEF, by Arthur W. MacMahon, John D. Millett, and Gladys Ogden. Public Administration Service. 407 pp. Price $3.75, postpaid by Survey Associates, Inc.

"THE proposal for a works plan that went to Congress [in 1935] was still invertebrate." Policies on the time span of the program, on types of projects to be undertaken, on terms of employment for workers, on the extent of the financial obligation the federal government should assume, on the administrative organization of the program, and on other major issues, had not been agreed upon. Who will spend and administer the vast appropriation, asked Senators and Representatives? Said Admiral C. J. Peoples, the Administration spokesman before congressional committees: "In my talk with the President . . . he said that he was going to handle it himself." Senator Vandenberg called the plan "a mystery—born in the dark." But the times demanded action, and Congress, after uneasily writing in a few restrictions, gave the President $4,880,000,000 to spend on work relief.

Then out of vague proposals a concrete program had to be hammered. Three new pieces of machinery, the Division of Applications and Information, the Advisory Committee on Allotments, and the Works Progress Administration were created to participate, along with established agencies, in the management of a program which, it was thought, would involve the cooperative efforts of many federal agencies, all subject to Presidential direction. Project proposals poured in, to be reviewed by the DAI, the WPA, the Bureau of the Budget, and the ACA before being approved by the President. Mr. Roosevelt personally attended fifteen out of sixteen ACA meetings in the summer of 1935, making "Secretary Ickes' role as chairman a difficult one." An assistant to the director of the budget undertook the final task of arranging projects for Presidential approval, thus permitting further Bureau of the Budget review and putting great powers in the hands of an obscure civil servant. The pressure of work on this assistant was such that not until mid-October of 1935 was he able to reduce his working day to "fourteen hours, more or less!"

These are a few examples of the enlightening details that support the generalizations of this book. It is an inside story of the development of major policies, administrative patterns, and interagency relationships incidental to the great work relief program of 1935 and succeeding years. In addition, it is an illuminating commentary upon the Presidency as an executive agency concerned with activities that are not confined to ordinary departmental channels.

An unusual method of study has made possible a book which gives the reader a definite sense of the realities of government. Messrs. MacMahon and Millett and Miss Ogden were commissioned by the Committee on Public Administration of the Social Science Research Council to observe at first hand and to keep a running account of the administrative evolution of the works program, both in Washington and in the field. Hence their book has a quality of firsthand reporting that enhances enormously its capacity to carry conviction.

From 1935 to 1937, while the authors were watching it closely, the WPA emerged from its original subordinate role to be the central work relief agency and to relieve the President of direct administrative responsibilities. The authors approve. Experience with the works program shows clearly, they believe, that the President should delegate operating functions to departments or independent agencies, even when these cut across ordinary departmental lines. But the President must provide for periodic reassessment of policy and for inter-agency coordination, neither of which was adequately done in the case of the works program. In consequence, fundamental questions of policy remained undecided as the depression period gave way to defense and war, and the problem of coordination was only partially solved. Yet, in spite of confusion, divided counsels, some political interference, agency and personality rivalries, and various errors of omission and commission, the "reputation [of WPA] is secure."

This is a first rate book. It provides the outstanding record to date of the evolution of work relief policy and administration in the depression years. It contributes substantially to administrative literature in general, notably through four chapters on "Management Within the WPA." It raises important questions about the functions of the Presidency in the American scheme of government. It throws fascinating sidelights upon the ways of thinking and of working of the present incumbent of that high office. It should be a handbook of statesmanship for those who, at the end of this war, will face another great crisis in the economic security of the American people. And it has much of warning and precept for those who are struggling now to deal with the terrific problems of management and coordination incidental to the nation's war effort.

HARRY M. CASSIDY
University of California

More Than Printed Matter

THE SOUTHERN NEGRO AND THE PUBLIC LIBRARY, by Eliza Atkins Gleason. University of Chicago Press. 218 pp. Price $2.50, postpaid by Survey Associates, Inc.

THIS report on the library services doled out to the nearly nine million Negroes residing in the thirteen southern states is the first full treatment on a subject far-reaching in its ramifications. In spite of unavoidable limitations imposed by scarcity of data, Dr. Gleason, recently appointed director of the Atlanta University School of Library Service, has assembled an illuminating array of information—historical, legal, social, and economic—revealing many inadequacies, problems, and opportunities. Especially valuable are the analyses of the legal basis of free public library service for Negroes, the governmental types of public libraries serving Negroes, and the relationship of private secondary schools and colleges for Negroes to community library service.

The author is always conscious of the library as more than a mere collection of printed matter. She recognizes the

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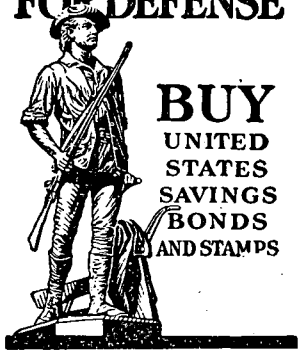

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essential nature of the library as at once a product of and an influence upon society, inextricably bound up in the complex of its particular environment, yet able, in not too unfavorable circumstances, to modify that environment. This study reveals that library service to Negroes in the South is predestined to all but insurmountable difficulties under a dual ("separate but equal") system fostered by ingrained patterns of thought and handicapped by regional poverty. It is no wonder, then, that only about 20 percent of the total Negro population in the area studied is provided with public library service; that fewer than 13 percent (99 out of a total of 774) of the public libraries in the South serve Negro citizens; that only 5 percent of southern rural Negroes receive public library service. The full import of these figures as regards national culture becomes all too graphically apparent when it is borne in mind that the South falls short of other regions by every standard of library evaluation. The general blighting effects of these lacks are thrown into strong relief when compared with such promising efforts as are noticed in Louisville, Ky., Raleigh, N. C., and those "anomalies" in Covington, Ky., and three small communities in Texas. These examples show what should—no, what can—be done.

This modestly presented bit of scholarship, so fully and accurately documented as to be instructive, and so simply written as to be readable, will be of great worth not only to a profession but to a general public increasingly sensitive these days to the obligations and challenges which confront a society aspiring toward democracy.

FORRESTER B. WASHINGTON
Atlanta (Ga.) University School of Social Work

What Everybody Asks

TECHNOLOGY AND SOCIETY: THE INFLUENCE OF MACHINES IN THE UNITED STATES, by S. McKee Rosen and Laura Rosen. Macmillan. 474 pp. Price $4, postpaid by Survey Associates, Inc.

SEVERAL years ago Professor Ogburn wrote a little pamphlet for the CCC which was considered, by certain authorities, to be too informative. And it was duly suppressed. Now it may be told. And this book tells it, and more. It deals with a hundred questions that every intelligent person asks, and that college graduates are afraid to ask because they feel that they somehow failed to get the answer in one or another "course." Whatever "course" it is that concerns you, in whatever department of study, this book will be helpful, since it deals interestingly and informatively with all phases of life in the United States that have been influenced by machinery. Place the period, therefore, after United States in the previous sentence.

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Directory of Social Organizations (cont.)

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NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway, at 58th St., New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

AMERICAN ASSOCIATION OF MEDICAL SOCIAL WORKERS, 844 Rush Street, Chicago. Its purpose is to improve standards of social work in hospitals, clinics, or other distinctly medical or psychiatric agencies, and to stimulate its intensive and extensive development.

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THE AMERICAN INSTITUTE OF FAMILY RELATIONS (inc. 1930), directed by Paul Popenoe. Public education, personal service, research. Write for list of publications. 607 S. Hill St., Los Angeles, Calif.

Foundations

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization for research and field service. Activities include: assistance to state and local agencies in organizing activities and promoting legislation; research in legislation, vocations, statistics, and mechanical appliances for the blind; maintenance of a reference lending library. M. C. Migel, President; Robert B. Irwin, Executive Director.

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